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ABSTRACT

This report deals with the absorptive capacity of Vermont's private and public sectors to accommodate welfare clients into gainful employment. Detailed attention is given to estimating the immediate and projected job vacancies in the state. When seeking these jobs, the client must not only compete against other unemployed persons, but also has to overcome his personal, emotional, and physical problems which have hitherto served as a barrier to employment. (Included are 16 appendixes, a 13-page bibliography, and a list of figures and tables.) (Author)

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EMPLOYABILITY BARRIERS OF THE WELFARE/MANPOWER CLIENT GROUP AND THE ABSORPTIVE CAPACITY OF THE PRIVATE AND PUBLIC SECTORS:

THE VERMONT EXPERIENCE

Vermont Department of Employment Security

Madelyn Davidson, Commissioner

The Experimental and Demonstration Manpower Pilot Project on the Special Work Project for the Unemployed and Upgrading for the Working Poor

September 1973

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THE VERMONT EXPERIENCE

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This report deals with the absorptive capacity of Vermont's private and public sectors to accommodate welfare clients into gainful employment. Detailed attention is given to estimating the immediate and projected job vacancies in the state. When seeking these jobs, the client must not only compete against other unemployed persons, but also has to overcome his personal, emotional and physical problems which have hitherto served as a barrier to employment.

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PREFACE

In mid-1970, as a consequence of welfare reform legislation then pending in the United States Congress, the Vermont Department of Employment Security was chosen to test and document experimentation in the manpower training aspects of the proposed legislation. The overall objective of the resulting Experimental and Demonstration (E&D) Manpower Pilot Project was to explore the feasibility and value of alternative approaches and procedures for conducting the Special Work Project (Public Service Employment) for the unemployed and Upgrading training for the working poor, as a means of helping to develop guidelines and other knowledge required to facilitate and make more effective national implementation and rapid expansion of manpower projects aimed at enhancing the employability of heads (and other members) of low-income families.

The project thus had two major components within the overall project:

- "Special Work Project" whereby unemployed persons, by performing work (at public and private nonprofit agencies in the public interest) can develop job skills which enable them to obtain nonsubsidized (private or public) employment,
- "Upgrading training" whereby low-income employed persons ("working poor") can develop new job skills for which they receive increased salary.

More specifically the project:

- developed various designs for operating the two manpower programs,
- tested operating practices to identify smooth running procedures,
- tested the feasibility and relative effectiveness of alternative operating procedures,

-identified problems and issues central to the establishment and running of these programs,

-prepared technical materials and other aids for use in the programs,

-monitored and evaluated outcomes of activities,

-determined requirements for administration, facilities, staff and financing of the programs,

-established guides for determining how these programs might fit into the overall mixture of manpower programs and services at the local level,

-developed the necessary guidelines and manuals for effectively replicating the programs elsewhere,

-researched and documented the effect of the program on E&D manpower clients and,

-produced monographs on salient aspects of project experience, relevant to planning activities at the national level for implementation of welfare reform and/or public service employment programs.

The project was initiated on July 1, 1970, and terminated on October 31, 1973. Operation of the project was divided into the following segments:

July 1, 1970, through October 31, 1970: Planning, initiation, and startup,

November 1, 1970, through June 30, 1971: Operations limited to Chittenden and Lamoille counties,

July 1, 1971, through June 30, 1972: Statewide operations,

July 1, 1972, through June 30, 1973: Statewide operations,

July 1, 1973, through October 31, 1973: Evaluation, writing, printing and publishing.

FINAL TRAINEE SUMMARY SPECIAL WORK

As of July 2, 1973	Number	Number	Number	Percentage of Total Enrollees
Total Special Work Enrollments		656		100%
Completed Training		430		65.6%
-Completed, Placed in Employment	307			46.8%
-Completed, Placed in Work Training	26			4.0%
Total Placements			333	50.8%
-Completed, Placed in Education or Skill Training	6			0.9%
-Completed, Awaiting Placement	91			13.9%
Terminated Training		226		34.4%
-Good Cause	99			15.1%
-Without Good Cause	127			19.3%

FINAL TRAINEE SUMMARY UPGRADING

As of July 2, 1973	Number	Number	Percentage of Total Enrollees
Total Upgrading Enrollments		144	100%
-Completed Training		118	81.9%
Upgraded	114		79.2%
Not Upgraded	4		2.8%
-Terminated Training		26	18.0%
Good Cause	17		11.8%
Without Good Cause	9		6.2%

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SECTION I

SUMMARY AND RECOMMENDATIONS

The one basic purpose of the Special Work Project (SWP) work experience training is to move trainees into permanent, nonsubsidized employment. The achievement of this goal is necessarily influenced by economic trends and the labor market not only over time, but from one month to the next. At the beginning of the Vermont Experimental and Demonstration (E&D) Manpower Pilot Project, a major question was if there were any jobs available. Since the answer to this was "not likely," we consequently had to ask how much competition existed for the jobs that were available.

The Department of Employment Security (DES) information system is restricted to those employers who list jobs with the Vermont State Employment Service (VSES) and to those applicants who apply to VSES for help in finding work. Within these severe limits, there is a mean annual average of 3,695 jobs available and the same average of 20,667 job seekers. The ratio is 0.176, meaning that, other things being equal, the chances are slightly better than one in five that an applicant will find work. There is monthly and seasonal variation, and the likelihood of finding work also varies by occupational field. "Other things" are not always equal when an applicant is at a competitive disadvantage.

The DES undertook the Special Work Project at a time when the personal unemployment problems of thousands of Vermont residents became, as is still the case, a matter of public concern. SWP provided individualized, personalized and integrated approaches to the delivery of services from employment, welfare and other human agencies. Clients participated in work situations in the public sector of the economy; that is, they worked in government and nonprofit organizations. The main purpose was to move trainees into permanent, nonsubsidized employment by (a) removing personal, familial and other barriers to employment and (b) where necessary, increase clients' understanding and behavior with respect to the world of work. Considering the difficulties, SWP has had unusual success. As of July 1, 1973,

1. 50.8% of 656 clients completed SWP and were placed in employment (includes those who completed SWP and were placed in work-training programs);

2. One percent completed SWP and were placed in education or skill training;

3. 13.8% completed SWP and are awaiting placement.

4. Thus, over 65% of the trainees completed SWP.

5. Now 15.1% of the trainees quit SWP for good cause (for reasons beyond their control, such as pregnancy, illness or injury, or incarceration); and

6. Only 19.3% terminated the program without "good cause"; that is, they were dismissed by employers and/or quit for other administratively unacceptable reasons.

7. Thus, 34.4% of the trainees failed to complete SWP.

We can hypothesize that enrollment in SWP gives a trainee about one chance in two of being placed in employment (50.8% are placed) and the likelihood increases to three in five (65% completing the program) if we assume that those awaiting placement (13.8%) and those placed in education or skill training (one percent) will eventually find employment. These percents are approximately the same through 30, 90 and 180 day Follow-through statistics as of June 1, 1973. Given an hypothesized overall likelihood of slightly more than one chance in five of finding work without SWP, trainees appear to have increased their likelihood of finding work from slightly more than one chance in five to one chance in two.

The successes of SWP, important as they are, are somewhat diminished by the competitive job market for the larger group of Aid to Needy Families with Children (ANFC) families and other disadvantaged, unemployed Vermonters. Only in low paying service occupations do the hardcore unemployed have about the same likelihood of finding work (one chance in five) as other unemployed individuals.

General economic development and the creation of new jobs are incomplete remedies. Section II of this monograph concludes that employers' attitudes might be changed to lower educational and experience requirements where they might not be necessary. Yet, there is no assurance that immigrants from other states would not offer themselves on a job market with increased likelihood for finding work.

Simple solutions are attractive but ineffective: in the opinion of some, income maintenance begs the issue's public works programs reminiscent of WPS in the 1930's does not seem viable on a mass basis nor do other proposals seem realistic. Henry S. Adron (Why is Welfare so Hard to Reform?, the Brookings Institute, 1973) believes that "the difficulty stems from the failure of reform efforts adequately to come to grips with the interrelatedness of the numerous assistance programs."

A. Eligibility and Selection Criteria

The eligibility and selection criteria for SWP excluded many Vermonters with unemployment problems. It has been argued that the maximum allowable income set for participation is too low and, on a national basis, there has been much discussion about raising the poverty level standard by as much as 20%.

Only 61% of Vermont's 10,000 below poverty level families have children and consequently, about 39% of Vermont's poor families are ineligible. Furthermore, job applicants with health barriers and physical handicaps are ineligible for SWP if they do not have children. Some, although not included among poverty level families, would definitely profit from this type of program.

Finally, there are barriers to entering the labor force. Apart from ANFC referrals, SWP made little attempt at "outreach" efforts, thus the present criteria are applied largely to those known either to the Employment Service or to ANFC administrators.

Obviously, the SWP component of the Experimental and Demonstration Program cannot be held responsible for these gaps, since they occur within the context of Federal guidelines and administrative regulations. But it is most strongly recommended that the maximum allowable income criteria be raised, that SWP type programs be made available to all with problems of employability (whether or not they have children) and that plans be initiated to determine the need for outreach programs.

B. Barriers to Work Shown on Employment Service Applications

Thirteen percent of the Employment Service applications, or about 4,000 Vermont residents, are shown to need Employability Development Services. Ten percent of the applications or about 3,000 indicate physical or mental handicaps.

There is clearly a need to extend SWP type programs, at least at the level of employability diagnosis, to the Vermonters making these applications whether or not they meet the present income standards and whether or not they have children.

C. Barriers to Work as Viewed by Clients, Counselors, and Coaches

Clients, Counselors and Coaches all identify heterogeneous combinations of barriers as not just one problem to employment nor even clusters of barriers which include significantly large numbers of clients. SWP needs continued emphasis on flexibility in efforts to help clients and an appropriate orientation in view of the multiple barriers described by clients, Counselors, and Coaches.

Clients, Counselors and Coaches did not always agree upon the specific problems faced by individual clients. Understandably, clients seldom reported barriers which might threaten their self-image and self-esteem. Thus, inappropriate attitudes (inappropriate to the world of work) were rarely identified by clients. Transportation problems appear to be understated by clients. Counselors and Coaches did not always have the same view of a client's problems. This is not surprising since each may have somewhat different orientations toward, and knowledge of, clients' past work history and their efforts to cope in the present.

All three groups - clients, Counselors and Coaches - have views of employment barriers which need to be integrated. Clients' concepts of their own problems are often unrealistic and it may well be that part of the latent function of Counselors and Coaches is to make the clients more realistic about work without threatening the integrity of other components of their life style.

This leads to the suggestion that Counselors and Coaches develop some key "screening" interview questions to determine systematically the multiple barriers which clients face, to record clients' answers and their own interpretations. This is not to suggest a lengthy questionnaire but rather some "screening" questions to determine whether a client's problems should be explored in more depth. With input from interviewers, Counselors, Coaches and other staff members, the development of screening questions is not much more than harnessing their experience and talents in a more systematic way than is necessary for the majority of clients whose skills are simply being matched with available jobs.

Furthermore, it is not surprising that sex differences are important. Incomplete as the present analyses and data are, it seems that men have different patterns of multiple barriers than women. Therefore, program planning and helping methods must take cognizance of those differences. Although Counselors and Coaches do consider this in their personalized and individualized approaches, the interview-questionnaire procedure in the present study did not elicit sufficient information about the Counselors' and Coaches' work in this regard - nor was it designed to do so.

The importance of child care facilities and arrangements for women is apparent, although often in combination with other problems. Since present child care arrangements are becoming less available, we most strongly urge that State and Federal authorities not only continue the present facilities whatever the ultimate administrative umbrella is under which they are placed, but that such facilities and arrangements be expanded.

D. Discriminate Analysis of Barriers to Employment

This incomplete analysis is an example of future work to be done. There is great need to identify the most critical barriers to employment partly so that one can predict the possible outcome of training programs but, more importantly, to be able to focus on the most critical employability problems. At this point, it seems that Counselors and Coaches might play important roles in the screening process as suggested above.

E. Attitudes and Motivations

Because of the severe limitations mentioned in the text, it is difficult to make even general, tentative conclusions and recommendations - a terrible situation for a sociologist! Some clients have basic belief systems from which stem attitudes and opinions inconsistent with the American "work ethic". The chief recommendation here is that we need more careful and more sophisticated analysis of the data already collected.

F. Services to Make Clients More Competitive

Inconsistent or unclear comments in the Booz-Allen Report[1] make it difficult to come to conclusions and to make recommendations.

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[1] "Study of the Vermont Manpower Experimental and Demonstration Project," a report prepared by Booz-Allen Public Administration Services, Inc., Washington, D. C., for the Vermont Department of Employment Security, September, 1973.

The range and quantity of services seemed to be generally adequate. In the short term, some barriers were thought to interfere with client completion of the program, yet were not adequately met: transportation, housing, need for emergency funds and services, and child care were mentioned. Clearly, some attention must focus upon more adequate services to meet these needs.

In the long term, there must be continued and sustained programmatic emphasis upon removing clients' barriers to employment, and appropriate follow-up of clients. Given the present uncertainties in government funding patterns while the Federal authorities continue their transition toward implementing new policies, this continued and sustained emphasis may be difficult.

Finally, there must be adequate cost accounting systems for determining the balance between service costs and funds saved through successfully helping clients find work. There is no known way, of course, to assess such service results as increases in human dignity, integrity and "well-being".

G. The Labor Market

Although there are methodological limitations, there is reasonable correspondence between SWP job training slots in the public sector of the economy and positions available as indicated in the Job Bank including both private and public sectors.

The methodological limitations are many, as indicated in Section II of this report. One of the more serious limits is that job availability is concerned with occupational fields rather than skill levels within fields. For example, APPENDIX P does indicate skill levels. The preponderance of low skill levels in data, people and things in the job training slots is obvious. The emphasis upon occupational fields, rather than skills, also compounds the importance of employers' educational and experience requirements. Consequently, we urge more careful and detailed study of available jobs from a skill perspective than was possible in this series of reports.

Clients with low educational attainment are disadvantaged on the job market in that they have fewer occupational choices. One can but urge SWP type programs which give emphasis, as the present effort now does, to client participation in Basic Education and General Educational Development programs.

The Vermont Labor market is inextricably part of the regional, national and world economic scenes. The labor market is influenced by philosophies of the political economy, and the implementation of these philosophies. The unemployed are also viewed from the perspectives of political economy with its "explanations" of the reason for success and failure in finding work. There is little that can be recommended beyond an awareness of these complexities.

This report is based on sample survey questionnaires which elicited data from clients, Counselors, Coaches and other staff. Additional information was collected from quite limited and restricted "samples" of Employment Service job listings which were supplemented by Census and DES statistics. The limitations have usually been made explicit as have the assumptions underlying estimates. Most of the findings here are sufficiently suggestive to merit serious consideration of Employment Service policies and program implementation.

One should not place undue emphasis upon the exact statistics. Rather, the proportions, means and ratios should be considered hypotheses if one wishes exactness in the numbers presented here.

From the perspective of policies and program implementation, a next step is interchange between applied science investigators and those who, at all working levels, are most intimately knowledgeable about the day to day operations of the Employment Service and SWP.

SECTION II

THE TOTAL NUMBER OF JOBS CURRENTLY AVAILABLE OR WHICH WILL BE AVAILABLE IN THE IMMEDIATE FUTURE IN VERMONT INTO WHICH WELFARE/MANPOWER CLIENTS MAY BE CHANNELED

A. Recommendations

In the course of preparing this report several problems presented themselves to warrant the following recommendations:

1. In order to have a clearer identification of occupational patterns, the State should undertake to relate Job Bank occupational classifications to Census data. Job Bank listings conform to the Dictionary of Occupational Title Codes, while Census job classifications do not. It therefore prevents any thorough matching of Job Bank trends and experiences with our most important and ongoing source of occupational data, the decennial censuses. The importance of this problem cannot be overemphasized, especially when it is viewed in the light of our constant need for consistent historical information. Such an effort should, at minimum, take the form of the development of conversion tables which would enable researchers and government officials to correlate both sources of information effectively.

2. It is important that the State should assume a leadership role in educating and encouraging the employers to modify their hiring practices in such a way as to increase the employment of welfare clients.

3. The State should periodically examine and evaluate its manpower development programs with the objective of providing maximum training and therefore maximum employment for those welfare clients whose qualifications are needed most in the job market. Such concentrated efforts, if successful, will have the dual effects of reducing the cost of manpower programs and of returning some dividends to the State in the form of tax revenue.

B. Introduction

One of the major tasks of public policy in the area of manpower development has been and continues to be the removal of barriers to the effective entry of certain groups of the disadvantaged into the labor market. The desirability of this objective is based on the generally agreed upon premise that such entry will have several beneficial effects. These effects include the social desirability of work per se; the positive contribution that such augmentation of the labor force will make to the national income, and the reduction in the cost of providing aid for such groups. These developments would enable public authorities to redirect resources for other socially desirable objectives.

Available evidence indicates that such programs are predicated on the basic assumption that the economy is capable of absorbing or reabsorbing such people. In other words, it is assumed that job openings are available in the private and the public sectors of the economy. Given this assumption and given the social desirability of the objective, it follows that manpower programs for the disadvantaged had to be devised to implement a policy whose goal would entail the lessening or, if possible, the elimination of barriers to employment. The aim, in short, was to increase the mobility of the disadvantaged. It should be emphasized that once the basic assumption of job availability is accepted the choice of policy is virtually confined to the one that has actually been adopted. It therefore follows that any attempt to evaluate manpower programs should be directed neither at the policy itself nor at any particular program. Instead, it should be directed at the assumption that jobs are available, since this is the assumption which originally dictated or gave rise to a particular program. If, in light of such evaluation, it is found that jobs are not available or that the jobs which are actually available require certain skills which the disadvanted groups do not have or that manpower programs did not provide them with these skills, then a reexamination of the orientation of these programs becomes necessary in order to assure the maximum and the most efficient and productive utilization of resources.

In order to examine the basic assumption, the Department of Employment Security (DES) decided to embark upon a major study in order to determine the following:

1. The total number of jobs currently available or which will be available in the immediate future in Vermont into which welfare clients may be channeled.

2. Employment barriers facing welfare and low-income groups.

3. The ability of the private and public sectors, as presently constituted, to absorb welfare and low-income groups.

C. Tasks of the Monograph

This section of the monograph will address itself to Item 1 above. The tasks of this report are outlined as follows.

1. The numbers and types of jobs currently available in the public and private sectors will be assessed from the Department of Employment Security Job Bank and from information provided by personnel in the DES.

2. Samplings of job openings will be taken over a two month period to construct this calculation. Projections based upon the information obtained in (1) above will be prepared for the next three years.

3. Items 1 and 2, above, will be organized by regions within the state, and for the state as a whole.

4. Jobs will be identified by skill level and two-digit Dictionary of Occupational Titles (DOT) code.

5. Factors which orient available job openings to welfare clients and other low-income persons, such as employer requirements and procedures, seasonal natures of jobs, etc., will also be assessed through utilization of data and personnel in the DES.

6. Where available data permit, competition for available jobs from non-low-income sources, such as students and other unemployed persons, will be identified.

7. Comparisons of the types of jobs currently available and those which will likely be available with the training and work experiences of people who are now in the Special Work Project (SWP), or who have completed the project, will be made. Assessments of those comparisons will be provided. This activity will be coordinated with Sections III and IV of the total study.

8. A report will be prepared which will incorporate all of the above items in a narrative form. In addition, recommendations will be made regarding the nature and quality of information sources relating to jobs and the job market, as well as other factors encountered in this project effort.

This section of the monograph, which constitutes the main body of the report, is designed to describe and analyze the data used as they relate to the tasks outlined above and to discuss the main findings of the research.

D. Current Job Availability

The Department of Employment Security Job Bank was the main source of information of the numbers and types of jobs available in the private and public sectors of the economy of the State of Vermont. Although the task originally was to amass samplings of job openings over a two month period, it was decided to extend this period to four months. Thus the sample of job openings covers the months of June, July, August, and September. The sample yielded a total of 5059 job listings for June 20, July 5, August 24, September 6, and September 27, 1972.

The Job Bank listings were organized by one-and two-digit DOT job codes, as follows:

0-1 Professional, Technical and Managerial Occupations

00-01 Occupations in architecture and engineering
02 Occupations in mathematics and physical sciences
04 Occupations in life sciences
07 Occupations in medicine and health
09 Occupations in education
10 Occupations in museum, library, and archival sciences
13 Occupations in writing
14 Occupations in art
15 Occupations in entertainment and recreation
16 Occupations in administrative specializations
18 Managers and Officials, n.e.c. (not elsewhere classified)
19 Miscellaneous professional, technical, and managerial occupations

2 Clerical and Sales Occupations

20 Stenography, typing, filing, and related occupations
21 Computing and account-recording occupations
22 Material and production recording occupations
23 Information and message distribution occupations
24 Miscellaneous clerical occupations
25 Salesmen, services
26)
27) Salesmen and salespersons, commodities
28)
29 Merchandising occupations, except salesmen

3 Service Occupations

30 Domestic service occupations
31 Food and beverage preparation and service occupations
32 Lodging and related service occupations
33 Barbering, cosmetology, and related service occupations
34 Amusement and recreation service occupations
35 Miscellaneous personal service occupations
36 Apparel and furnishings service occupations
37 Protective service occupations
38 Building and related service occupations

4 Farming, Fishery, Forestry, and Related Occupations

40 Plant farming occupations
41 Animal farming occupations
42 Miscellaneous farming and related occupations
43 Fishery and related occupations
44 Forestry occupations

5 Processing Occupations

50 Occupations in processing of metal
51 Ore refining and foundry occupations
52 Occupations in processing of food, tobacco, and related products
55 Occupations in processing of chemicals, plastics, synthetics, rubber, paint, and related products
56 Occupations in processing of wood and wood products
57 Occupations in processing of stone, clay, glass, and related products
58 Occupations in processing of leather, textiles, and related products
59 Processing occupations, n.e.c.

6 Machine Trades Occupations

60 Metal machining occupations
61 Metalworking occupations, n.e.c.
62) Mechanics and machinery repairmen
63)
64 Paperworking occupations
65 Printing occupations
66 Wood machining occupations
67 Occupations in machining stone, clay, glass, and related materials
68 Textile occupations
69 Machine trades occupations, n.e.c.

7 Bench Work Occupations

70 Occupations in fabrication, assembly, and repair of metal products, n.e.c.
71 Occupations in fabrication and repair of scientific and medical apparatus, photographic and optical goods, watches and clocks, and related products
72 Occupations in assembly and repair of electrical equipment
73 Occupations in fabrication and repair of products made from assorted materials
74 Painting, decorating, and related occupations
75 Occupations in fabrication and repair of plastics, synthetics, rubber, and related products

7 Bench Work Occupations (continued)

- 76 Occupations in fabrication and repair of wood products
- 77 Occupations in fabrication and repair of sand, stone, clay, and glass products
- 78 Occupations in fabrication and repair of textile, leather, and related products

8 Structural Work Occupations

- 80 Occupations in metal fabricating, n.e.c.
- 81 Welders, flame cutters, and related occupations
- 82 Electrical assembling, installing, and repairing occupations
- 84 Painting, plastering, waterproofing, cementing, and related occupations
- 85 Excavating, grading, paving, and related occupations
- 86 Construction occupations, n.e.c.
- 89 Structural work occupations, n.e.c.

9 Miscellaneous Occupations

- 90 Motor freight occupations
- 91 Transportation occupations, n.e.c.
- 92 Packaging and materials handling occupations
- 93 Occupations in extracting of minerals
- 94 Occupations in logging
- 95 Occupations in production and distribution of utilities
- 96 Amusement, recreation, and motion picture occupations, n.e.c.
- 97 Occupations in graphic art work

The Job Bank includes jobs listed by government (particularly State agencies) and private employers, but, of course, most jobs are in the private sector. Since the activity of listing jobs is voluntary, it is clear that the Job Bank cannot be regarded as containing the universe of available jobs. Jobs in structured markets, such as those utilizing union hiring channels in construction or those "advertised" by word of mouth or filled through applications already on file with employers, would not appear in the Job Bank. An assessment made by Employment Service (ES) personnel indicated that the "penetration rate" of Employment Service job listings would be about 15%-20% of possible job openings.

It must also be pointed out that many listings may be for jobs which were obviously of a high professional or skilled order. That can indicate oversight of course, but it can also indicate that many jobs are listed for the purpose of "testing the market" or casually assessing the possible supply of labor for various jobs. Furthermore, the Department of Employment Security made available summaries of Job Bank data for nine months (July, August, September, November, and December 1972, and January through April 1973) which include the numbers of job listings on hand at the beginning and the end of each month, the number of listings received during each month, and the number of cancellations during the month. These data also include the numbers of jobs filled or canceled in three days or less - a crude indicator of whether such jobs were largely part of a normal turnover in the economy. On an average, the number of canceled jobs slightly exceeded those filled. Of course, job listings could be canceled because employers filled them through other channels; but these could also be canceled for other reasons, including the elimination of such jobs by employers or a decision to leave it unfilled because of dissatisfaction with applicants -- for whatever reasons the employer might have.

The fact is that between 9.4% and 16.5% of the jobs listed as filled were filled in three days or less, with the most common monthly percentages between nine percent and 11%. Of those canceled, between 0.7% and 2.2% were canceled within three days. While there are serious imperfections in the operations of all labor markets, the patterns of employers' listings of job requirements, cancellations of listings, and "quick turnover" indicators suggest possible variations in the definition of whether all jobs in the Job Bank are immediately available. That is hardly to suggest that large numbers of such listings are not actually immediately on hand. Rather, it should be recognized that Job Bank listings are not total, absolute counts of immediate openings.

There is, however, no alternative to the Job Bank in terms of assessing and estimating the numbers and kinds of job openings which exist in the state. The Job Bank represents virtually our only in-depth picture of the job market and is exceedingly valuable.

Some attempt was made to distinguish between public and private sector job listings. Because of the kind and quality of information printouts, it was feasible only to use one sample date to pursue this effort. On September 6, there were 133 jobs of a total of 1029 listed which were public sector jobs. If this Job Bank listing is considered as "typical" (whose accuracy cannot now be tested), then 12.9% of the jobs are public sector positions - a rather small percentage. The inclusion or exclusion of such jobs from Job Bank descriptive characteristics would not change the distributions very much, if at all. While certain characteristics of public sector jobs (based on the September 6 sample) may be referred to subsequently, it is important to recognize that the percentage distributions used could change significantly with a change in the characteristics of a handful of government jobs, since the overall total is low and the numbers of jobs in each occupational category are obviously even smaller.

The comparisons between the public and private sector jobs for September 6 are listed below. As might be expected, government jobs are heavily concentrated in the Professional, Technical, Managerial, Clerical, and Service occupational categories.

TABLE 1

Comparisons of Public and Private Sector Occupational Categories, September 6, 1972, Job Bank (Percentage Distributions)

		Public Sector	Private Sector	Total Job Bank
00-19	Professional, Technical, Managerial	25.6	7.4	9.7
20	Clerical and Sales	28.6	18.2	19.5
30	Service	35.3	34.8	34.9
40	Farm, Forest., Fish.	2.3	4.5	4.2
50	Processing	.0	1.8	1.6
60	Machine Trades	0.8	7.8	6.9
70	Bench Work	.0	4.9	4.3
80	Structural Work	5.3	14.4	13.2
90	Miscellaneous	2.3	6.3	5.7

Unfortunately, the task of culling information from the Job Bank was so time consuming that for certain data, particularly wage and county information, only four of the five sample dates could be utilized. Therefore, while much of the data refer to a sample of 5059, in some instances the bases reflect 3697 jobs, accounting for 73% of the entire Job Bank sample. From the Job Bank data, several tables were constructed to show employer requirements in terms of education and experience for the various job categories. The data also show the job opening distribution for the state and counties. Wage rates for these job categories are also constructed to show possible income earnings which such jobs provide. On the basis of these tabulations several observations can be made.

E. County Job Distribution

The vast majority of job openings were found to be concentrated in four counties: Chittenden, Windham, Windsor and Washington. These four counties had 2177 job openings, 59% of the total. Chittenden County had 782 job openings, or 21% of the total. Windham had 598 job openings, or 16% of the total; Windsor, 431 openings, or 12% of the total; and Washington, 366 openings, or 10% of the total. At the other extreme was Grand Isle County, with only 17 job openings, or 0.5% of the total; Essex with 34 openings, or 1%; Franklin with 55 openings, or 1% of the total; and Lamoille with 89 openings, or 2% of the total. Between these two extremes we find Bennington had 284 job openings, or 8% of the total; Addison and Rutland had 166 and 167 openings respectively, or close to 5% each of the total; Caledonia, 137 openings or 4%; Orleans, 132 or 4%; and Orange, 127 openings or 3%. It is worth noting that 312 job openings, 8% of the total, were listed by out-of-state employers.

By broad job categories, Chittenden County had the highest number of openings of Professional, Technical, and Managerial; Clerical and Sales; Service; Bench Work; and Structural Work jobs. Windsor County had the largest number of listings in Processing and Machine Trades Occupations. Windham County accounted for the largest number of Miscellaneous jobs, and Addison County for Agricultural Work.

It is interesting to note that if the three counties with the largest numbers of jobs listed are used as a measure of job concentration, close to 60% of the jobs listed in the three counties are for Professional, Technical and Managerial; Clerical and Sales; and Processing. The rest range between 36% and 51% in terms of concentration (See TABLE 2).

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TABLE 2

Job Bank Listings by State, County, and Two-Digit DOT Code, Four Dates, Ten Jobs or More

Code	Description	Total	Out of State No.	Out of State %	Addison No.	Addison %	Bennington No.	Bennington %	Caledonia No.	Caledonia %	Chittenden No.	Chittenden %	Essex No.	Essex %	Franklin No.	Franklin %	Grand Isle No.	Grand Isle %
00-01	Arch. & Eng.	93	7	7.5	10	10.7	2	2.2	1	1.1	32	34.4	0		3	3.2	0	
07	Med. & Health	96	1	1.0	2	2.1	0		2	2.1	23	24.0	0		0		0	
09	Education	22	1	4.5	0		0		1	4.5	10	45.5	0		0		0	
15	Enter. & Rec.	23	1	4.3	3	13.0	0		0		3	13.0	0		1	4.3	0	
16	Administrative	32	4	12.5	9	28.1	1	3.1	0		9	28.1	0		0		0	
18	Mgrs. & Off.n.e.c.	83	6	7.2	2	2.4	8	9.6	0		39	47.0	1	3.1	3	3.6	0	
19	Mis., Prof., Tech.	16	6	37.5	0		0		0		9	56.3	0		0		0	
0-19*		383	26	6.8	26	6.8	13	3.4	4	1.0	132	34.5	1	0.3	7	1.8	0	
20	Steno., Typ., etc.	176	40	22.7	2	1.1	5	2.8	7	4.0	58	33.0	0		0		0	
21	Comp., Acc. Recd.	146	10	6.8	14	9.6	10	6.8	3	2.1	31	21.2	0		0		0	
22	Mat., Prod., Recd.	39	0		2	5.1	5	12.8	2	5.1	10	25.6	0		1	2.6	0	
23	Info. & Msg. Dist.	27	5	18.5	3	11.1	3	11.1	3	11.1	8	29.6	0		0		0	
24	Misc. Clerical	48	12	25.0	0		6	12.5	1	2.1	9	18.8	0		0		1	2.1
25	Salesmen, Serv.	90	6	6.7	4	4.4	0		6	6.7	33	36.7	0		0		0	
26-28	Sales Commod.	145	16	11.0	2	1.4	13	9.0	3	2.1	61	42.1	0		3	2.1	0	
29	Merchand. Occ.	65	8	12.3	1	1.5	3	4.6	3	4.6	9	13.8	0		2	3.1	0	
20-29*		736	97	13.2	28	3.8	45	6.1	28	3.8	219	29.8	0		6	0.8	1	0.1
30	Domest. Serv. Occ.	106	3	2.8	15	14.2	6	5.7	4	3.8	11	10.4	3	2.8	1	0.9	1	0.9
31	Food & Bev. Prep.	761	60	7.9	25	3.3	89	11.7	23	3.0	148	19.4	5	0.6	9	1.2	13	1.7
32	Lodg. & Rel. Serv.	124	8	6.5	0		17	13.7	1	0.8	36	29.0	0		0		0	
33	Barb, Comm., & Rel.	12	0		1	8.3	0		1	8.3	1	8.3	0		0		0	
35	Misc. Pers. Serv.	56	1	1.8	1	1.8	0		1	1.8	8	14.3	0		2	3.6	0	
36	App. & Furn. Serv.	22	0		0		0		0		13	59.1	0		0		0	
37	Protect. Serv.	48	4	8.3	4	8.3	3	6.3	0		11	22.9	0		0		0	
38	Bldg. & Rel. Serv.	85	4	4.7	5	5.9	1	1.2	4	4.7	19	22.4	0		0		0	
30-38*		1218	80	6.6	51	4.2	116	9.5	34	2.8	247	20.3	8	0.7	12	1.0	14	1.2
40	Plant Farming	49	4	8.2	1	2.0	5	10.2	2	4.1	6	12.3	0		1	2.0	1	2.0
41	Animal Farming	75	5	6.7	20	26.7	4	5.3	1	1.3	4	5.3	5	6.7	2	2.7	0	
42	Mis. Farm. & Rel.	18	1	5.6	3	16.7	0		1	5.6	1	5.6	5	27.8	0		0	
40-44*		145	10	6.9	26	17.9	10	6.9	4	2.8	11	7.6	10	6.9	3	2.1	1	0.7

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TABLE 2 (continued)

Code	Description	Total	Out of State		Addison		Bennington		Caledonia		Chittenden		Essex		Franklin		Grand Isle	
			No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
52	Food, Tob., Proc.	17	0		0		0		1	5.9	5	29.4	0		0		0	
53	Occ. Proc. Chem.	25	0		1	4.0	3	12.0	0		0		0		1	4.0	0	
50-59*		65	1	1.5	3	4.6	3	4.6	1	1.5	5	7.7	0		2	3.1	0	
60	Metal Mach. Occ.	71	0		0		13	18.3	6	8.5	2	2.8	0		1	1.4	0	
61	Metalwrkg. Occ.	11	1	9.1	0		0		0		5	45.5	0		0		0	
62-63	Mech.& Machry. Rep.	118	8	6.8	3	2.6	11	9.3	4	3.4	25	21.2	0		2	1.7	0	
64	Paperwrkg. Occ.	11	0		4	36.4	0		0		0		0		0		0	
65	Printing Occ.	18	4	22.2	1	5.6	6	33.3	0		1	5.6	1	5.6	0		0	
66	Wood Mach. Occ.	41	0		0		3	7.3	5	12.2	0		0		0		0	
68	Textile Occ.	34	0		0		0		0		0		0		0		0	
60-69*		311	16	5.2	8	2.6	33	10.6	15	4.8	34	10.9	1	0.3	3	1.0	0	
70	Occ. in Fab.	12	1	8.3	2	16.8	3	25.0	1	8.3	0		0		0		0	
71	Sci. & Med., Phot.	17	2	11.8	0		0		0		4	23.5	0		0		0	
72	Elect. Equip.	34	5	14.7	8	23.5	7	20.6	0		4	11.8	0		0		0	
74	Paint Decoration	12	0		1	8.3	3	25.0	0		2	16.7	0		0		0	
76	Wood Prods.	29	5	17.3	0		3	10.4	0		4	13.8	0		2	6.9	0	
78	Textile, Leather	39	0		0		0		6	15.4	6	15.4	1	2.6	2	5.1	0	
70-78*		158	13	8.2	11	7.0	16	10.1	7	4.4	20	12.7	1	0.6	4	2.5	0	
80	Metal Fabric.	48	2	4.2	0		2	4.2	0		10	20.8	0		7	14.6	0	
81	Welders	11	0		0		3	27.3	1	9.1	5	45.5	0		0		0	
82	Elect. Assemb. Rep.	58	5	8.6	0		10	17.3	8	13.8	7	12.1	0		0		0	
84	Paint, Plastering	39	2	5.1	2	5.1	1	2.6	3	7.7	10	25.7	0		0		0	
85	Excavat., Paving	30	3	10.0	0		0		2	6.7	2	6.7	0		2	6.7	0	
86	Const., n.e.c.	252	30	11.9	6	2.4	16	6.4	19	7.5	40	15.9	1	0.4	7	2.8	1	0.4
89	Struc. Work, n.e.c.	23	0		1	4.4	1	4.4	0		7	30.4	0		0		0	
80-89*		461	42	9.1	9	2.0	33	7.2	33	7.2	81	17.6	1	0.2	16	3.5	1	0.2
90	Motor Freight	51	4	7.0	0		1	2.0	2	3.9	8	15.7	0		0		0	
91	Transport., n.e.c.	50	6	12.0	2	4.0	5	10.0	1	2.0	9	18.0	0		2	4.0	0	
92	Pkg. & Mat. Hdlg.	67	5	7.5	2	3.0	7	10.5	6	9.0	12	17.9	4	6.0	0		0	
94	Logging	30	8	26.7	0		1	3.3	0		0		8	26.7	0		0	
97	Graphic Art	10	3	30.0	0		0		0		3	30.0	0		0		0	
90-97*		220	27	12.3	4	1.8	15	6.8	11	5.0	33	15.0	12	5.5	2	0.9	0	

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TABLE 3 (continued)

Code	Description	Lamoille		Orange		Orleans		Rutland		Washington		Windham		Windsor	
		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
00-01	Arch. & Eng.	4	4.3	7	7.5	4	4.3	1	1.1	1	1.1	13	14.0	8	8.6
07	Med. & Health	4	4.2	0		5	5.2	3	3.1	19	19.8	25	26.0	12	12.5
09	Education	0		0		0		0		2	9.1	5	22.7	3	13.6
15	Enter. & Rec.	1	4.3	1	4.3	3	13.0	0		6	26.1	4	17.4	0	
16	Administrative	0		0		0		0		2	6.3	4	12.5	2	6.3
18	Mgrs. & Off. n.e.c.	5	6.0	0		0		3	3.6	8	9.6	2	2.4	7	8.4
19	Mis., Prof., Tech.	0		0		0		0		0		1	6.3	0	
0-19*		14	3.7	8	2.1	12	3.1	11	2.9	41	10.7	55	14.4	53	8.6
20	Steno., Typ., etc.	2	1.1	0		1	0.6	9	5.1	8	4.5	33	18.8	11	6.3
21	Comp, Acc. Recd.	2	1.4	5	3.4	6	4.1	6	4.1	19	13.0	37	25.3	3	2.1
22	Mat., Prod., Recd.	0		3	7.7	2	5.1	0		2	5.1	9	23.1	3	7.7
23	Info. & Msg. Dist.	0		0		0		0		0		4	14.8	1	3.7
24	Misc. Clerical	1	2.1	0		0		0		4	8.3	11	22.9	3	6.3
25	Salesmen Serv.	0		0		0		10	11.1	7	7.8	11	12.2	13	14.4
26-28	Sales Commod.	0		0		6	4.1	9	6.2	18	12.4	11	7.6	3	2.1
29	Merchand. Occ.	0		0		2	3.1	4	6.2	16	24.6	6	9.2	11	16.9
20-29*		5	0.7	8	1.1	17	2.3	38	5.2	74	10.1	122	16.6	48	6.5
30	Domest. Serv. Occ.	5	4.7	6	5.7	11	10.4	2	1.9	11	10.4	13	12.3	14	13.2
31	Food & Bev. Prep.	23	3.0	20	2.5	14	1.8	19	2.5	94	12.4	146	19.2	73	9.6
32	Lodg. & Rel. Serv.	13	10.5	0		0		7	5.6	7	5.6	18	14.5	17	13.7
33	Barb., Comm., & Rel.	1	8.3	0		0		0		0		2	16.7	6	50.0
35	Misc. Pers. Serv.	0		1	1.8	5	8.9	1	1.8	21	37.5	13	23.2	2	3.6
36	App. & Furn. Serv.	0		0		4	18.2	0		2	9.1	2	9.1	1	4.5
37	Protect. Serv.	0		2	4.2	2	4.2	2	4.2	6	12.5	10	20.8	4	8.3
38	Bldg. & Rel. Serv.	0		4	4.7	2	2.4	2	2.4	4	4.7	19	22.4	21	24.7
30-38*		42	3.4	35	2.9	39	3.2	33	2.7	145	11.9	223	18.3	139	11.4
40	Plant Farming	1	2.0	0		0		5	10.2	0		15	30.6	8	16.3
41	Animal Farming	4	5.3	7	9.3	6	8.0	7	9.3	4	5.3	5	6.7	1	1.3
42	Mis. Farm. & Rel.	0		2	11.1	2	11.1	1	5.6	0		0		2	11.1
40-44*		5	3.5	9	6.2	8	5.5	13	9.0	4	2.8	20	13.8	11	7.6

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TABLE 2 (continued)

Code	Description	Lamoille No.	Lamoille %	Orange No.	Orange %	Orleans No.	Orleans %	Rutland No.	Rutland %	Washington No.	Washington %	Windham No.	Windham %	Windsor No.	Windsor %
52	Food, Tob., Proc.	0		0		0		0		3	17.7	4	23.5	4	23.5
55	Occ. Proc. Chem.	0		1	4.0	0		1	4.0	7	28.0	2	8.0	9	36.0
50-59*		0		5	7.7	3	4.6	4	6.2	12	18.5	12	18.5	14	21.5
60	Metal Mach. Occ.	1	1.4	4	5.6	10	14.1	4	5.6	0		4	5.6	26	36.6
61	Metalwrkg. Occ.	0		3	27.3	1	9.1	0		0		0		1	9.1
62-63	Mach.& Machry. Rep.	3	2.6	1	0.9	1	0.9	4	3.4	10	8.5	24	20.3	22	18.7
64	Paperwrkg. Occ.	0		0		0		0		4	36.4	2	18.2	1	9.1
65	Printing Occ.	0		0		0		0		3	16.7	0		2	11.1
66	Wood Mach. Occ.	3	7.3	12	29.3	9	22.0	1	2.4	0		8	19.5	0	
68	Textile Occ.	0		4	11.8	0		0		13	38.2	0		17	50.0
60-69*		7	2.3	24	7.7	21	6.8	10	3.2	30	9.7	39	12.5	70	22.5
70	Occ. in Fab.	0		0		2	16.8	0		0		0		3	25.0
71	Sci. & Med., Phot.	0		0		0		0		1	5.9	10	58.8	0	
72	Elect. Equip.	1	3.0	0		0		0		5	14.7	0		4	11.8
74	Paint Decoration	1	8.3	0		0		0		0		0		5	41.7
76	Wood Prods.	0		11	37.9	3	10.4	0		0		1	3.5	0	
78	Textile, Leather	0		1	2.6	7	18.0	6	15.4	8	20.5	0		2	5.1
70-78*		2	1.3	13	8.2	14	8.9	6	3.8	18	11.4	19	12.0	14	8.9
80	Metal Fabric.	0		0		1	2.1	6	12.5	3	6.3	2	4.2	15	31.3
81	Welders	0		1	9.1	0		1	9.1	0		0		0	
82	Elect. Assemb. Rep.	1	1.7	0		0		10	17.3	1	1.7	8	13.8	8	13.8
84	Paint, Plastering	0		1	2.6	0		1	2.6	0		16	41.0	3	7.7
85	Excavat., Paving	0		0		0		0		5	16.7	10	33.3	6	20.0
86	Const., n.e.c.	9	3.6	16	6.4	10	4.0	11	4.4	16	6.4	33	13.1	37	14.7
89	Struc. Work, n.e.c.	0		0		2	8.7	5	21.7	2	8.7	4	17.4	1	4.4
80-89*		10	2.2	18	3.9	13	2.8	34	7.4	27	5.9	73	15.8	70	15.2
90	Motor Freight	0		2	3.9	2	3.9	5	9.8	4	7.9	8	15.7	15	29.4
91	Transport., n.e.c.	0		0		0		1	2.0	3	6.0	16	32.0	5	10.0
92	Pkg. & Mat. Hdlg.	2	3.0	5	7.5	0		4	6.0	1	1.5	11	16.4	8	11.9
94	Logging	0		0		3	10.0	2	6.7	5	16.7	0		3	10.0
97	Graphic Art	0		0		0		1	10.0	2	20.0	0		1	10.0
90-97*		4	1.8	7	3.2	5	2.3	18	8.2	15	6.8	35	15.9	32	14.6

*Subtotals also include less than ten jobs.

F. Distribution by Job Categories

The distribution of the data by occupational categories (See TABLE 3) reveals that of 5059 job openings, 1598 openings (31.6%), were in the category of Service Occupations, (Code 30-39). This was followed by Clerical and Sales Occupations (Code 20-29), where 1007 openings (19.9%) were reported, and by Structural Work Occupations (Code 80-89) with 644 openings or 12.7% of the total. The distribution of the remaining openings was as follows: 494 or 9.8% in the category of Professional, Technical and Managerial Occupations (Code 0-19); 442 or 8.7% in the category of Machine Trades Occupations (Code 60-69); 333 or 6.6% in the category Miscellaneous Occupations (Code 90-99); 257 or 5.1% in the category of Bench Work Occupations (Code 70-79); 181 or 3.6% in the category of Farming, Fishery and Forestry Occupations (Code 40-49), and 103 or 2% in the category of Processing Occupations (Code 50-59). Further analysis of the data in each of the major occupational categories (See TABLE 4) reveals the following:

1. In the category of Professional, Technical and Managerial Occupations (Code 00-19), of the 494 jobs, 137 or 27.7% were in occupations in Medicine and Health (Code 07); 112 jobs or 22.7% in occupations in Architecture and Engineering (Code 01); and 105 jobs or 21.3% for Managers and Officials (Code 18).

2. In the category of Clerical and Sales Occupations (Code 20-29), we find that of the 1007 job listings under this category 238 jobs or 23.6% were in Stenography, Typing, Filing and Related Occupations (Code 20); 204 jobs or 20.3% for Salesmen and Salespersons (Code 26-28); 188 listings or 18.7% in Computing and Account Recording Occupations (Code 21); and 137 jobs or 13.6% for Salesmen, Services (Code 25).

3. In the category of Service Occupations (Code 30-38), of a total listing of 1598 jobs we find that 958 jobs or 60% of the total were in Food and Beverage Preparation and Service Occupations (Code 31); and 159 job listings or ten percent in Lodging and Related Service Occupations (Code 32).

4. Of the 181 job listings in the category of Farming, Fishery, Forestry and Related Occupations (Code 40-46), we find that 95 job listings or 52.5% were in Animal Farming Occupations (Code 41); and 59 openings or 32.6% in Plant Farming Occupations (Code 40).

5. In the category of Processing Occupations (Code 50-59) we find that of a total of 103 job listings 37 openings or 35.9% were in occupations in Processing of Chemicals, Plastics, Synthetics, Rubber, Paint and Related Products (Code 55) and 32 listings or 31.1% in occupations in Processing of Food, Tobacco and Related Products (Code 52).

6. Of the 442 job listings in the category of Machine Trades

Occupations (Code 60-69), there were 150 openings or 33.9% for Mechanics and Machinery Repairmen (Code 62-63); 127 listings or 28.7% in Metal Machining Occupations (Code 60); 59 job listings or 13.3% in Wood Machining Occupations (Code 66) and 54 openings or 12.2% in Textile Occupations (Code 68).

7. In the category of Bench Work Occupations (Code 70-78) we find that of a total of 257 job listings, 71 openings or 27.6% were in occupations in Fabrication and Repair of Textile, Leather and Related Products (Code 78); 47 listings or 18.3% in occupations in Fabrication and Repair of Wood Products (Code 76); and 45 openings or 17.5% in occupations in Assembly and Repair of Electrical Products (Code 72).

8. Of the 644 job listings in the category of Structural Work Occupations (Code 80-89), we find there were 360 listings or 55.9% in Construction Occupations (Code 86); and 86 openings or 13.4% in Electrical Assembling, Installing and Repairing Occupations (Code 82).

9. In the category of Miscellaneous Occupations (Code 90-97), we find that of a total listing of 333 jobs, 90 openings or 27% in occupations in Logging (Code 94); 85 openings or 25.5% in Packaging and Materials Handling Occupations (Code 92); 73 openings or 21.9% in Motor Freight Occupations (Code 90) and 62 openings or 18.6% in Transportation Occupations (Code 91). (See TABLES 3 and 4.)

TABLE 3

Distribution of Job Bank Listings by Major Occupational Category (Single-Digit DOT Code) Five Day Sample (June 20, July 5, August 24, September 6 and 27, 1972)

Code	Description	Total	Percent of Total
00-19	Profes., Tech. & Mgrl.	494	9.8
20	Clerical and Sales	1007	19.9
30	Services	1598	31.6
40	Farm., Fish. & Forest.	181	3.6
50	Processing	103	2.0
60	Machine Trades	442	8.7
70	Bench Work	257	5.1
80	Structural Work	644	12.7
90	Miscellaneous	333	6.6
	Total	5059	100.0

TABLE 4

Job Bank Listings by Two-Digit DOT Codes, Ten or More Jobs, Five Day Sample

Code	Description	Number	Percent
00-01	Architecture and Engineering	112	2.2
07	Medicine and Health	137	2.7
09	Education	22	0.4
15	Entertain. and Rec.	37	0.7
16	Administrative	39	0.8
18	Mgrs. and Officials, n.e.c.	105	2.1
19	Misc. P., T., Mgrl.	20	0.4
	Subtotal 0-19* Prof., Tech., Managerial	494	9.8
20	Steno., Typ.,and Rel.	238	4.7
21	Computing and Acctg. Recording	188	3.7
22	Material and Production "	47	0.9
23	Info. & Message Distrib.	43	0.9
24	Misc. Clerical	65	1.3
25	Salesman, Services	137	2.7
26-28	Sales Commods.	204	4.0
29	Merchandising	85	1.7
	Subtotal 20-29* Clerical and Sales	1007	19.9
30	Domestic Service	141	2.8
31	Food and Bev. Serv.	958	18.9
32	Ldging and Related	159	3.2
33	Barber, Cosmetol.	18	0.4
35	Misc. Pers. Serv.	91	1.8
36	Apparel & Furnishings	33	0.7
37	Protective Serv.	86	1.7
38	Bldg. & Rel. Service	108	2.1
	Subtotal 30-38* Service	1598	31.6
40	Plant Farming	59	1.2
41	Animal Farming	95	1.9
42	Misc. Farm. & Rel.	24	0.5
	Subtotal 40-44* Farm, Fishery, Forestry	181	3.6
52	Food, Tobac. & Rel.	32	0.6
55	Chem., Plast., Rubber, Rel.	37	0.7
	Subtotal 50-59*	103	2.0
60	Metal Mach.	127	2.5
61	Metal Working	13	0.3
62-63	Mechs. & Mach. Rep.	150	3.0
64	Paper Working	11	0.2
65	Printing	21	0.4

TABLE 4 (continued)

Code	Description	Number	Percent
66	Wood Machining	59	1.2
68	Textiles	54	1.1
	Subtotal 60-69* Machine Trades	442	8.7
70	Fab., Repair, Resemb. Metal	18	0.4
71	Sci. & Med., Photo., etc.	22	0.4
72	Elect. Equipment	45	0.9
73	Assorted Mat.	29	0.6
74	Paint, Decorat.	18	0.4
76	Wood Prods.	47	0.9
78	Textile, Leather	71	1.4
	Subtotal 70-79* Bench Work Occupations	257	5.1
80	Metal Fabric	57	1.1
81	Welders	13	0.3
82	Elect., Assemb., Repair	86	1.7
84	Paint, Plastering	60	1.2
85	Excavat., Paving	37	0.7
86	Construct. occup., n.e.c.	360	7.1
89	Struc. Work, n.e.c.	31	0.6
	Subtotal 80-89* Structural Work	644	12.7
90	Motor Freight	73	1.5
91	Transportation	62	1.2
92	Packaging and Materials Handling	85	1.7
94	Logging	90	1.8
97	Graphic Art Work	10	0.2
	Subtotal 90-97* Miscellaneous	333	6.6
	TOTAL	5059	

*Subtotals also include less than ten jobs.

G. Education Requirements of Job Listings

As indicated earlier, there were many examples of jobs for which no educational or experiential requirements were listed by employers, and among these were fairly high-level positions. However, since these were employers' specifications, it must be assumed that these represented actual dimensions of existing jobs. As a result, the ultimate comparisons (especially of formal educational levels), between jobs and welfare client qualifications are "real", and not hypothetical comparisons.

Education requirements which employers listed for job openings in the Job Bank indicate that 34.8% of the 5059 listings either required no specific educational attainment of the prospective employee, or that such a requirement simply was not listed by the employer. Education of eight years or less was required for 32% of the jobs. In effect, then, about two-thirds of the jobs listed required eight years or less of education. As to the remaining one third of job openings, the data show that 28.5% of the job openings required between 9 and 12 years of education, and only 4.7% of the jobs call for 13 or more years of education.

The data in TABLE 5 show, in considerable detail, educational requirements of job listing in terms of Occupational categories and two-digit job code. In the following paragraphs a survey of some of the more important findings will be undertaken.

1. Of the 494 job listings in the category of Professional, Technical and Managerial Occupations (Code 00-19) we find that 120 jobs or 24.3% require no education or such requirement was not reported; 5.9% require 8 years or less of education, 32.6% require 9-12 years of education and 37.3% require 13 years or more of education.

2. In the category of Clerical and Sales Occupations we find that out of a total listing of 1007 jobs 14.7% require no education; 10.4% require 8 years or less of education and 70.5% require 9-12 years. Within this broad category of the 238 jobs listed under Stenography, Typing, Filing and Related Occupations (Code 20), 16.8% require no education; 74.4% require 9-12 years and 8.4% require 13 years or more of education. In the category of Computing and Account-Recording Occupations (Code 21), 83% of the 188 jobs require 9-12 years of education.

3. In the category of Service Occupations (Code 30-38), 43.3% of the 1598 job listings require no education and 39.9% require eight years or less. In the category of Food and Beverage Preparation and Related Occupations (Code 31), 44.8% of the 958 job listings require no education and 41% require eight years or less of education. Of the 159 job listings under Lodging and Related Service Occupations, (Code 32) 57.9% require no education and 39% require eight years or less or education.

4. In the category of Farming, Fishery, Forestry and related Occupations (Code 40-46), 61.9% of the 181 jobs listed require no education and 34.8% require eight years or less of education.

5. In the category of Processing Occupations (Code 50-59), 45.1% of the 102 jobs listed require no education and 48% require eight years or less of education.

6. In the category of Machine Trades Occupations (Code 60-69), we find that 29.6% of the 442 jobs listed require no education; 45.5% require eight years or less and 24.9% require 9-12 years of education. Within this broad category 13.4% of the 127 jobs listed under Metal Machining Occupations (Code 60) require no education; 55.1% require eight years or less and 31.5% require 9-12 years of education. Of the 150 jobs listed under Mechanics and Machinery Repairmen (Code 62-63),32.7% require no education; 38% require eight years or less and 29.3% require 9-12 years of education. In the category of Wood Machining Occupations (Code 66), 50.8% of the 59 jobs listed require no education and 40.7% require eight years or less of education. In the category of Textile Occupations (Code 68), 48.1% of the 54 job listings require no education and 48.1% require eight years or less of education.

7. In the Bench Work Occupations category (Code 70-79), of the 257 job listings, 44% require no education; 40.1% require eight years or less of education and 14% require 9-12 years. As to job listings under occupations in Assembly and Repair of Electrical Equipment (Code 72) 35.6% require eight years or less of education and 40% of the 45 job listings require 9-12 years. Education of eight years or less was required in 36.2% of the 47 jobs listed under occupations in Fabrication and Repair of Wood Products (Code 76) and the other 63.8% require no education. Of the 71 jobs listed under occupations in Fabrication and Repair of Textile, Leather and Related Products (Code 78), 49.3% require eight years or less of education and only 47.9% require no education.

8. Of the 644 jobs listed in the category Structural Work Occupations (Code 80-89), 35.9% require no education or reported no educational requirements; 47.4% require eight years or less and 16.8% require 9-12 years. Regarding jobs in Electrical Assembing, Installing and Repair Occupations (Code 82), 40.7% of the 86 jobs require eight years or less of education and 36.1% require 9-12 years. As for the 360 jobs listed under Construction Occupations (Code 86), 39.5% require no education; 50.3% require eight years or less of education while 10.3% of the jobs require 9-12 years.

9. Of the 333 jobs listed under the category of Miscellaneous Occupations (Code 90-97), 49.9% of these jobs require no education or no educational requirements were reported; 37.8% of the jobs require eight years or less of education and 12% require 9-12 years. Within this category 42.5% of the 73 jobs listed under Motor

Freight Occupations (Code 90) require no education; 43.8% require eight years or less and 13.7% require 9-12 years. Of the 62 jobs listed under Transportation Occupations (Code 91), 30.7% require no education; 48.4% require eight years or less and 21% require 9-12 years. In the Packaging and Materials Handling Occupations (Code 92), 30.7% of the 85 jobs require no education; 61.2% require eight years or less and 8.2% require 9-12 years of education. In the category of Occupations in Logging (Code 94), 92.2% of the 90 jobs require no education and the remaining 7.[illegible] require eight years or less of education.

It was pointed out earlier that some attempt was made to distinguish among characteristics of public and private sector jobs. It bears repeating that the sample was small enough to influence percentage distributions significantly with a shift of addition of a few positions. Nevertheless, the September sample is the only one available.

In this instance, only three broad occupational categories are used, since some 90% of the public sector jobs are in these classifications. It is interesting to note that there are few significant differences between public and private sector educational requirements, and even these may not be significantly different, given the small numerical bases used.

TABLE 5

Educational Requirements of Professional, Technical, and Managerial, Clerical and Sales and Service Jobs, Public and Private Sector Job Bank Listings, September 6, 1972 (Percentage Distributions)

	0 or N.A.	8 Years or Less	9-12 years	13 and over
Prof., Tech., Mgerial				
Public	35.3	5.9	17.6	41.2
Private	27.3	3.0	36.4	33.3
Clerical and Sales				
Public	15.8	2.6	76.3	5.3
Private	11.0	11.0	74.8	3.1
Service				
Public	48.9	36.2	14.9	
Private	54.8	29.2	16.0	

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TABLE 6

Education and Experience Requirements of Job Bank Listings By Two-Digit DOT Code, Ten or More Jobs, Five Day Sample

			EDUCATION								EXPERIENCE							
			0 or N.A.		8 years or less		9-12 yrs.		13 yrs. & Over		0 or N.A.		12 mos. or less		13-35 mos.		36 mos. or more	
Code	Description	Total	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
00-01	Arch. & Eng.	112	21	18.8	0		28	25.0	63	56.2	6	5.4	25	22.3	39	34.8	42	37.5
07	Med. & Health	137	57	41.6	4	2.9	16	11.7	60	43.8	68	49.6	58	42.2	4	2.9	7	5.1
09	Education	22	4	18.2	1	4.5	3	13.6	14	63.6	15	68.2	5	22.7	0		2	9.1
15	Enter. & Rec.	37	10	27.0	3	8.1	18	48.7	6	16.2	10	27.0	13	35.1	10	27.0	4	10.8
16	Admin. Spec.	39	3	7.7	0		23	59.0	13	33.3	15	38.5	6	15.4	7	18.0	11	28.2
18	Mgrs. & Off. n.e.c.	105	23	21.9	15	14.3	59	56.2	8	7.6	57	54.3	27	25.7	7	6.7	14	13.3
19	Mis., Prof, Tech.	20	0		6	30.0	6	30.0	8	40.0	8	40.0	7	35.0	5	25.0	0	
00-19*		494	120	24.3	29	5.9	161	32.6	184	37.3	186	37.7	144	29.2	77	15.6	87	17.6
20	Steno., Typ, etc.	238	40	16.8	1	0.4	177	74.4	20	8.4	52	21.9	131	55.1	41	17.2	14	5.9
21	Comp., Acc. Recd.	188	12	6.4	15	8.0	156	83.0	5	2.7	41	21.8	128	68.1	15	8.0	4	2.1
22	Mat., Prod, Recd.	47	10	21.3	11	23.4	26	55.3	0		32	68.1	14	29.8	1	2.1	0	
23	Info. & Msg. Dist.	43	17	39.5	4	9.3	22	51.2	0		22	51.2	20	46.5	1	2.3	0	
24	Misc. Clerical	65	15	23.1	6	9.2	44	67.7	0		42	64.6	18	27.7	5	7.7	0	
25	Salesmen Serv.	137	9	6.6	5	3.6	112	81.8	11	8.0	134	97.8	3	2.2	0		0	
26-28	Sales Commod.	204	28	13.7	29	14.2	139	68.1	8	3.9	114	55.9	73	35.8	10	4.9	7	3.4
29	Merchand. Occ.	85	17	20.0	34	40.0	34	40.0	0		57	67.1	21	24.7	6	7.1	1	1.2
20-29*		1007	148	14.7	105	10.4	710	70.5	44	4.4	494	49.1	408	40.5	79	7.8	26	2.6
30	Domest. Serv. Occ.	141	64	45.3	51	36.1	26	18.4	0		77	54.6	48	34.0	6	4.2	9	6.3
31	Food & Bev. Prep.	958	429	44.8	393	41.0	134	14.0	2	0.2	486	50.7	368	38.4	61	6.4	43	4.5
32	Lodg. & Rel. Serv.	159	92	57.9	62	39.0	5	3.1	0		121	76.1	34	21.4	4	2.5	0	
33	Barb., Cosm., & Rel.	18	4	22.2	4	22.2	8	44.4	2	11.1	5	27.8	4	22.2	9	50.0	0	
35	Misc. Pers. Serv.	91	15	16.5	57	62.6	19	20.9	0		65	71.4	18	19.8	5	5.5	3	3.3
36	App. & Furn. Serv.	33	19	57.6	6	18.2	8	24.2	0		22	66.7	11	33.3	0		0	
37	Protect. Serv.	86	12	14.0	23	26.7	51	59.3	0		53	61.6	30	34.9	1	1.2	2	2.3
38	Bldg. & Rel. Serv.	108	57	52.8	41	38.0	10	9.3	0		81	75.0	25	23.1	2	1.9	0	
30-38*		1598	692	43.3	637	39.9	265	16.6	4	0.3	914	57.2	539	33.7	88	5.5	57	3.6

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TABLE 8 (continued)

Code	Description	Total	EDUCATION 0 or N.A.		8 years or less		9-12 yrs.		13 yrs. & Over		EXPERIENCE 0 or N.A.		12 mos. or less		13-35 mos.		36 mos. or more	
			No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
40	Plant Farm. Occ.	59	29	49.2	28	47.5	2	3.4	0		49	83.1	9	15.3	1	1.7	0	
41	Animal Farm. Occ.	95	68	71.6	25	26.3	2	2.1	0		39	41.1	51	53.7	2	2.1	3	3.2
42	Mis. Farm. & Rel.	24	14	58.3	8	33.3	2	8.3	0		13	54.2	11	45.8	0		0	
40-44*		181	112	61.9	63	34.8	6	3.3	0		104	57.5	71	39.2	3	1.7	3	1.7
52	Food, Tob., Proc.	32	14	43.8	15	46.9	3	9.4	0		25	78.1	5	15.6	2	6.3	0	
55	Occ. Proc. Chem.	37	16	43.2	17	45.9	4	10.8	0		26	70.3	11	29.7	0		0	
50-59*		102	46	45.1	49	48.0	7	6.9	0		82	80.4	16	15.7	4	3.9	0	
60	Metal Mach. Occ.	127	17	13.4	70	55.1	40	31.5	0		23	18.1	27	21.3	15	11.8	60	47.2
61	Metalwrkg. Occ.	13	3	23.1	10	76.9	0		0		8	61.5	2	15.4	0		3	23.1
62-63	Mech. & Machry. Rep.	150	49	32.7	57	38.0	44	29.3	0		39	26.0	48	32.0	31	20.7	32	21.3
64	Paperwrkg. Occ.	11	1	9.1	7	63.6	3	27.3	0		8	72.7	3	27.3	0		0	
65	Printing Occ.	21	1	4.8	5	23.8	15	71.4	0		5	23.8	11	52.4	0		5	23.8
66	Wood Mach. Occ.	59	30	50.8	24	40.7	5	8.5	0		40	67.8	12	20.3	5	8.5	2	3.4
68	Textile Occ.	54	26	48.1	26	48.1	2	3.7	0		26	48.1	28	51.9	0		0	
60-69*		442	131	29.6	201	45.5	110	24.9	0		156	35.3	133	30.1	51	11.5	102	23.1
70	Occ. in Fab.	18	5	27.8	5	27.8	8	44.4	0		7	38.9	11	61.1	0		0	
71	Sci. & Med., Phot.	22	11	50.0	6	27.3	1	4.5	4	18.2	14	63.6	8	36.4	0		0	
72	Elect. Equip.	45	10	22.2	16	35.6	18	40.0	1	2.2	28	62.2	11	24.4	5	11.1	1	2.2
73	Fab. & Rep. Prod.	29	11	37.9	18	62.1	0		0		29	100.0	0		0		0	
74	Paint., Dec. etc.	18	7	38.9	4	22.2	7	38.9	0		8	44.4	3	16.7	0		7	38.9
76	Fab, Rep. Wd. Prod.	47	30	63.8	17	36.2	0		0		23	48.9	21	44.7	0		3	6.4
78	Fab, Rep. & Text.	71	34	47.9	35	49.3	2	2.8	0		45	63.4	11	15.5	15	21.1	0	
70-79*		257	113	44.0	103	40.1	36	14.0	5	2.0	157	61.1	67	26.1	20	7.8	13	5.1
80	Metal Fab, n.e.c.	57	14	24.6	29	50.9	14	24.6	0		11	19.3	13	22.8	30	52.6	3	5.3
81	Weld., Flam. Cut.	13	3	23.1	10	76.9	0				3	23.1	10	76.9	0		0	
82	Elec. Assem. etc.	86	20	23.3	35	40.7	31	36.1	0		17	19.8	39	45.4	14	16.3	16	18.6
84	Ptg., Plas. etc.	60	22	36.7	35	58.3	3	5.0	0		4	6.7	46	76.7	7	11.7	3	5.0
85	Exca, grad, etc.	37	19	51.4	7	18.9	11	29.7	0		10	27.0	19	51.4	6	16.2	2	5.4
86	Const. n.e.c.	360	142	39.5	181	50.3	37	10.3	0		103	28.6	98	27.2	89	24.7	70	19.5

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TABLE 6 (continued)

			EDUCATION								EXPERIENCE							
			0 or N.A.		8 years or less		9-12 yrs.		13 yrs. & Over		0 or N.A.		12 mos. or less		13-35 mos.		36 mos. or more	
Code	Description	Total	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
89	Struc. Work n.e.c.	31	11	35.5	8	25.8	12	38.7	0		12	38.7	12	38.7	3	9.7	4	12.9
80-89*		644	231	35.9	305	47.4	108	16.8	0		160	24.9	237	36.8	149	23.1	98	15.2
90	Motor Frght. Occ.	73	31	42.5	32	43.8	10	13.7	0		13	17.8	38	52.1	8	11.0	14	19.2
91	Trans. Occ. n.e.c.	62	19	30.7	30	48.4	13	21.0	0		38	61.3	20	32.3	2	3.2	2	3.2
92	Pkg. & Mat. Hdlg.	85	26	30.6	52	61.2	7	8.2	0		64	75.3	21	24.7	0		0	
94	Occ. in Logging	90	83	92.2	7	7.8	0		0		4	4.5	86	95.6	0		0	
97	Graphic Art Work	10	2	20.0	0		8	80.0	0		2	20.0	5	50.0	3	30.0	0	
90-97*		333	166	49.9	126	37.8	40	12.0	1	0.3	125	37.5	179	53.8	13	3.9	16	4.8

*Subtotals also include less than ten jobs.

H. Employer Experience Requirements

The 5059 job listings, regarding the employer requirements of work experience on the part of prospective employees, were divided into four groups:

a) none or information not available

b) twelve months of experience or less

c) 13-35 months

d) 36 months or more

The data reveal that 47% of job openings either require no previous experience, or that such requirement was not reported by the employer; 35.5% of the jobs require 12 months or less; 9.6% of the jobs require 13 to 35 months; and 7.9% of the jobs call for 36 months or more of previous job experience. The distribution of experience requirements by occupation assembled in TABLE 6 give rise to the following observations:

1. In the category of Professional, Technical and Managerial Occupations (Code 00-19), we find that 37.7% of the 494 jobs listed require no previous experience, or such requirement was not reported; 29.2% require 12 months or less; 15.6% require 13-35 months; and 17.6% require 36 months or more.

Within this category we find that of 137 jobs listed under occupations in Medicine and Health (Code 07) 49.6% have no experience requirement, or such requirement was not reported. 42.2% require 12 months or less of experience. Of the 105 jobs listed under Managers and Officials (Code 18) 54.3% require no previous experience or had no such requirement listed; 25.7% require 12 months or less; 6.7% require 13-35 months and 13.3% require 36 months or more of experience.

2. In the category of Clerical and Sales Occupations (Code 20-29), 49.1% of 1007 jobs listed require no previous experience; 40.5% require 12 months or less; 7.8% require 13-35 months; and 2.6% require 36 months or more of experience. Within this category we find 21.9% of the 238 jobs listed under Stenography, Typing, Filing and Related Occupations (Code 20) require no experience; 55.1% require 12 months or less; 17.2% require 13-35 months of experience. In Computing and Account-Recording Occupations (Code 21), 21.8% of the 188 jobs require no experience; 68.1% require 12 months or less; 8% require 13-35 months and 2.1% require 36 months or more of experience. In the category of Salesmen and Salespersons, Commodities (Code 26-28), 55.9% of the 204 jobs listed require no experience and 36.3% require 12 months or less of experience.

3. In the category of Service Occupations (Code 30-38), 57.2%

of the 1598 job listings require no experience; 33.7% require 36 months or more of experience. In the Food and Beverage Preparation and Service Occupations (Code 31), 50.7% of the 958 job listings require no experience and 38.4% require 12 months or less of experience. Of the 159 jobs in Lodging and Related Service Occupations (Code 32), 76.1% require no experience and 21.4% 12 months or less of experience.

4. In the category of Farming, Fishery, Forestry and Related Occupations (Code 40-44), of the 181 job listings 57.5% of the jobs require no experience; 39.2% require 12 months or less of experience and only 3.4% require more than 13 months of experience. In the Plant Farming Occupations (Code 40), 83.1% of the 59 jobs require no experience and 15.3% require 12 months or less of experience. In the Animal Farming Occupations, of the 95 jobs listed 41.1% require no experience and 53.7% require 12 months or less of experience.

5. In the category of Processing Occupations (Code 50-59), of the 102 jobs 80.4% require no experience; 15.7% require 12 months or less and 3.9% require 13-35 months of experience. Of the 32 job listings under occupations in Processing of Food, Tobacco and Related Products (Code 52), 78.1% require no experience and 15.6% require 12 months or less of experience. In occupations in Processing Chemicals (Code 55), 70.3% of the 37 jobs require no experience and 29.7% require 12 months or less of experience.

6. In the category of Machine Trades Occupations (Code 60-69), of the 442 job listings 35.3% require no experience; 30.1% require 12 months or less; 11.5% require 13-35 months, and 23.1% require 36 months or more of experience. Within this category, of the 127 jobs in Metal Machining Occupations (Code 60), 18.1% require no experience; 21.3% require 12 months or less; 11.8% require 13-35 months and 47.2 require 36 months or more of experience. Of the 150 jobs listed under Mechanics and Machinery Repairmen (Code 62-63), 26% require no experience; 32% require 12 months or less; 20.7% require 13-35 months and 21.3% require 36 or more months of experience. In the Wood Machining Occupations (Code 66), 67.8% of the 59 jobs require no experience; 20.3% require 12 months or less and 8.5% require 13-35 months of experience. In Textile Occupations (Code 68), of the 54 jobs 48.1% require no experience and 51.9% require 12 months or less of experience.

7. In the category of Bench Work Occupations (Code 70-79), 61.1% of the 257 jobs require no experience, 26.1% require 12 months or less of experience; 7.8% require 13-35 months and 5.1% require 36 months or more of experience. Within this category 62.2% of the 45 listed under occupations in Assembly and Repair of Electrical Equipment (Code 72), 62.2% require no experience; 24.4% require 12 months or less and 11.1% require 13-35 months. Of the 47 jobs listed under occupations in Fabrications and Repair of Wood Products (Code 76), 48.9% require no experience and 44.7%

require 12 months or less of experience. In occupations in Fabrication and Repair of Textile, Leather, and Related Products (Code 78), 63.4% of the 71 jobs require no experience; 15.5% require 12 months or less and 21.1% require 13-35 months of experience.

8. In the category of Structural Work Occupations (Code 80-89), 24.9% of the 655 job listings require no experience; 36.8% had a requirement of 12 months or less; 23.1% require 13-35 months and 15.2% require 36 months or more of experience. Within this broad category, 19.8% of the 86 jobs listed under Electrical Assembling, Installing and Repairing Occupations (Code 82), require no experience; 45.4% require 12 months or less, 16.3% require 13-35 months and 18.6% require 36 months or more of experience. Of the 360 jobs listed under Construction Occupations (Code 86), 28.6% require no experience; 27.2% require 12 months or less; 24.7% require 13-35 months and 19.5% require 36 months or more of experience.

9. In the category Miscellaneous Occupations (Code 90-97), 37.5% of the 333 jobs require no experience; 53.8% require 12 months or less; 3.9% require 13-35 months and 4.8% require 36 months or more of experience. Within this category, of the 73 jobs in the Motor Freight Occupations (Code 90), 17.8% require no experience; 52.1% require 12 months or less; 11% require 13-35 months and 19.2% require 36 months or more of experience. Of the 62 jobs listed under Transportation Occupations (Code 91), 61.3% require no experience and 32.3% require 12 months or less of experience. In the Packaging and Material Handling Occupations (Code 92), 75.3% of the 85 jobs require no experience and 24.7% require 12 months or less of experience. Of the 90 jobs listed under occupations in Logging (Code 94), 4.5% require no experience and 95.6% require 12 months or less of experience.

The previous analysis of experience requirements refer, of course, to total listings of Job Bank positions. An analysis of government job experience requirements similar to that done for education requirements was based on the September date (see pp. 29, 31). The similarities between the experience requirements for public and private sector jobs are more striking than the differences, since the small number of public sector jobs means that a small change in any number among the various categories would cause significant changes in percentages. Regardless of the sample and its deficiencies, the comparison of public and private sector experience requirements is interesting, if not necessarily demonstrably valid (See TABLE 7).

TABLE 7

Experience Requirements of Professional, Technical and Managerial, Clerical and Sales and Service Jobs, Public and Private Sector Job Bank Listings, September 6, 1972 (Percentage Distributions)

	0 or N.A.	12 Mos. or Less	13-35 Mos.	36 Mos. or More
Prof., Tech., Mgerial				
Public	61.8	17.6	5.9	14.7
Private	30.3	34.8	16.7	18.2
Clerical and Sales				
Public	34.2	50.0	7.9	7.9
Private	49.7	42.3	5.5	2.5
Service				
Public	51.1	29.8	10.6	8.5
Private	61.9	30.4	3.8	3.8

I. Employer Wage Rates

A detailed analysis of the wages which were attached to the jobs listed in the Job Bank was prepared for four sample dates. As was pointed out earlier, not all of the analyses could be based upon the entire sample of 5059 jobs, and some elements like wage rates turned on a sample of 3697 listings -- which is still a sizable count. Calculations were made which reflected hourly and annual pay rates. Some jobs were seasonal or short-term in nature, or did not reach a minimum of $1.60 per hour. These were classified as "Seasonal or Other," and ranged from a low of 0.7% of all jobs in Machine Trades to a high of 34.3% in Farming, Fishery, Forestry, and Related. It is also interesting to note that almost one-quarter (23.4%) of the jobs in the Service Occupation group were in that category.

As for the distributions of wage rates among jobs, sizable percentages of jobs in Clerical and Sales (29.0%), Service (35.2%), Processing (37.5%), and Bench Work (39.9%) occupations had rates ranging from $1.60 to $1.99 an hour ($3328 to $4159 per year). As the other extreme, 30.5% of the jobs in the category of Professional, Technical, and Managerial, 18.1% of those in Structural Work, and 12.0% of those in Miscellaneous Occupations had wage rates of $4.00 or more per hour ($8320 per year). (See TABLE 8.)

TABLE 8

Wage Rates of Job Bank Listings by Two-Digit DOT Codes, Ten or More Jobs, Four Day Sample (July 5, August 24, September 6 and 27, 1972). 3697 Job Listings.

Code	Description	Total	N.A.	Seasonal Other	1.60-1.99 3328-4159	2.00-2.49 4160-5199	2.50-2.99 5200-6239	3.00-3.49 6240-7279	3.50-3.99 7280-8319	4.00 & Higher 8320 & Up
00-01	Arch. & Eng.	93		1.1	0	4.3	1.1	22.6	8.6	65.6
07	Med. & Health	96	3	8.6	1.1	24.7	9.7	25.8	19.4	10.8
09	Education	22	1							
15	Enter. & Rec.	23	3							
16	Administrative	32								
18	Mgrs. & Off. n.e.c.	83		7.2	2.4	32.5	30.1	7.2	8.4	12.0
19	Mis, Prof, Tech	16								
00-19*		383	9	8.0%	1.6%	16.0%	12.0%	20.1%	11.7%	30.5%
20	Steno., Typ., etc.	176	8	1.8	15.2	51.2	29.9	4.3	0	0
21	Comp., Acc. Recd.	146	6	2.1	20.7	58.6	13.6	2.9	2.1	0
22	Mat., Prod., Recd.	39	2							
23	Info. & Msg. Dist.	27								
24	Misc. Clerical	48	4	15.9	43.2	31.8	4.5	4.5	0	0
25	Salesmen Serv.	90	16	2.7	0	10.8	32.4	24.3	18.9	10.8
26)										
27)										
28)	Sales Commod.	145	26	0.8	56.3	13.4	15.1	7.6	6.7	0
29	Merchand. Occ.	65	11	5.6	59.3	20.4	7.4	5.6	1.9	0
20-29*		736	73	3.2%	29.0%	37.4%	18.1%	7.2%	3.9%	1.2%
30	Domest. Serv Occ.	106	7	49.5	19.2	23.2	4.0	4.0	0	0
31	Food & Bev. Prep.	761	51	26.2	34.6	20.3	6.6	7.0	3.4	1.8
32	Lodg. & Rel. Serv.	124	2	13.9	58.2	23.0	1.6	0	2.5	0.8
33	Barb, Cosm, & Rel.	12	5							
35	Misc. Pers. Serv.	56		9.4	52.8	30.2	7.5	0	0	0
36	App. & Furn. Serv.	22								
37	Protect. Serv.	48		4.2	6.2	43.7	29.2	14.6	0	2.1
38	Bldg. & Rel. Serv.	85		3.5	25.9	62.4	4.7	1.2	0	0
30-38*		1218	70	23.4%	35.2%	25.7%	6.6%	5.4%	2.4%	1.3%

TABLE 8 (continued)

Code	Description	Total	N.A.	Seasonal Other	1.60-1.99 3328-4159	2.00-2.49 4160-5199	2.50-2.99 5200-6239	3.00-3.49 6240-7279	3.50-3.99 7280-8319	4.00 & Higher 8320 & Up
40	Plant Farm. Occ.	49	2	19.1	4.3	63.8	8.5	2.1	2.1	0
41	Animal Farm. Occ.	75	8	46.3	25.4	16.4	11.9	0	0	0
42	Mis. Farm.& Rel.	18	1							
40-44*		145	11	34.3%	17.2%	35.1%	10.4%	0.7%	1.4%	0.7%
52	Food, Tob., Proc.	17								
55	Occ. Proc. Chem.	25	1							
50-59*		65	1	6.3%	37.5%	35.9%	17.2%	1.6%	1.6%	
60	Metal Mach. Occ.	71	2	0	4.3	8.7	23.2	21.7	15.9	26.1
61	Metalwrkg. Occ.	11	2							
62-63	Mech. & Machry Rep.	118	5	0	3.5	27.4	43.4	15.9	7.1	2.7
64	Paperworking Occ.	11								
65	Printing Occ.	18	2							
66	Wood Mach. Occ.	41	4							
68	Textile Occ.	34								
60-69*		311	15	0.7%	12.2%	27.4%	28.0%	16.9%	7.7%	7.2%
70	Occ. in Fab.	12								
71	Sci. & Med. Phot.	17	3							
72	Elect. Equip.	34	1							
74	Paint, Dec. etc.	12	1							
76	Wood Prods.	29								
78	Textile, Leather	39								
70-78*		158	5	1.3%	39.9%	34.6%	7.2%	10.5%	6.5%	
80	Metal Fab. n.e.c.	48	6	0	4.8	26.2	19.0	33.3	11.9	4.8
81	Weld., Flam. Cut.	11								
82	Elec. Assem. etc.	58	3	0	1.8	16.4	23.6	14.5	27.3	16.4
84	Ptg., Plas. etc.	39	3							
85	Exac, grad, etc.	30	1							
86	Const. n.e.c.	252	4	0	1.6	17.3	19.8	25.0	15.3	21.0
89	Struc. Work n.e.c.	23								
80-89*		461	17		3.4%	16.7%	22.3%	25.0%	14.6%	18.1%

TABLE 8 (continued)

Code	Description	Total	N.A.	Seasonal Other	1.60-1.99 3328-4159	2.00-2.49 4160-5199	2.50-2.99 5200-6239	3.00-3.49 6240-7279	3.50-3.99 7280-8319	4.00 & Higher 8320 & Up
90	Motor Freight Occ.	51	2	8.2	4.1	40.8	20.4	6.1	2.0	18.4
91	Trans. Occ. n.e.c.	50	2	22.9	22.9	43.7	10.4	0	0	0
92	Pkg. & Mat. Hdlg.	67	1	0	37.9	39.4	12.1	7.6	1.5	1.5
94	Occ. in Logging	30	6							
97	Graphic Art Work	10								
90-97*		220	12	11.1%	18.8%	34.7%	14.9%	5.8%	2.9%	12.0%

*Subtotals also include less than ten jobs.

TABLE 9

Median Wage Rates, Selected Two-Digit DOT Code Job Listings, Four Day Sample (Excludes "Not Available" and "Seasonal or Other")

Code	Description	Median	Annual Equivalent (2080 Hours)
07	Medicine & Health	$3.30	$6864
19	Misc. Prof., Tech., & Mgrial.	3.37	7010
00-19		3.40	7072
20	Steno., Typ, Filing & Rel.	2.32	4826
21	Computing & Acct. Recording	2.17	4514
22	Material & Prod. Recording	2.05	4264
24	Misc. Clerical	1.83	3806
25	Salesmen, Services	3.07	6386
26-28	Sales Commodities	1.94	4035
29	Merchandising	1.91	3973
20-29		2.19	4555
30	Domestic Service	2.08	4326
31	Food & Beverage Service	2.03	4222
32	Lodging and Related	1.89	3931
35	Miscellaneous Personal Services	1.93	4014
37	Protective Services	2.47	5138
38	Building and Related Services	2.11	4389
30-38		2.04	4243
40-44	Farming, Fishery, and Forestry	2.13	4430
50-59	Processing	2.18	4534
60-69	Machine Trades	2.62	5450
70-79	Bench Work	2.14	4451
80-89	Structural Work	3.10	6448
90-97	Miscellaneous	2.33	4846

To compress this large amount of wage information, median wage rate calculations were prepared for selected two-digit and all one-digit occupational groups. (These are listed in TABLE 9.) For purposes of constructing medians, those jobs which were "seasonal or other," or about which no information was available, were not included. As might be expected, the highest overall rates were in Professional, Technical, and Managerial jobs, and the lowest in Service. It is also important to note that the Professional and Related Occupational category (at $3.40 per hour and $7072 for 2080 hours per year) and Structural Work (at $3.10 and $6448 for the year) were the only categories whose medians were above $3.00 per hour. Indeed, only the Machine Trades group had a possible annual median pay of $5000 or more per year among the remaining categories. The lowest was Service, with a median of $2.04 per hour and possible $4243 for a 52 week, 40 hours per week work year.

J. Employer Requirements and SWP/ANFC Clients' Qualifications

In order to determine the extent to which disadvantaged groups are qualified to obtain employment, an inventory of their education and experience is needed. This information can then be used for comparison with employer requirements. Such comparison is necessary to determine the extent to which welfare clients are qualified in terms of their education and job experience to fill currently available jobs. Department of Employment Security personnel in Montpelier and Burlington were consulted to this effect, and a sample of 279 SWP/ANFC clients was provided (TABLE10). The data which were provided for these clients as of July 27, 1972, revealed that 2.9% of the clients had six years or less of education, 18.6% had seven to eight years; 67.4% had between 9 and 12 years and 10.8% had 13 years and more of education. For the sample as a whole, the median was 10.3 years of education.

It is very important to note in this context that employer education requirements indicate that 32% of job listings require eight years or less of education, virtually all of the clients meet this requirement. On the other hand, while 67.4% of SWP/ANFC clients have between 9 and 12 years of education, only 28.5% of the jobs require this level of education. If we combine, however, the two categories of education -- eight years or less and 9 to 12 years -- in both sets of data we find that 60.5% of the jobs require education of 12 years or less while 88.9% of the clients are in a position to meet this requirement.

It is virtually impossible to assess and compare the experience qualifications of the welfare clients in SWP and the experience requirements of groups of jobs listed by employers. Very large percentages of jobs either had no work experience requirements which were important enough to list, or required no experience, or a year or less. This clearly suggests that most welfare clients had enough work experience to meet such minimum requirements for perhaps most listed jobs, even though it is recognized that for specific positions there would be significant variations.

These relationships seem to indicate that an intensive education program could usefully be directed at the employer. The objective of such effort should be to convince prospective employers that there is a pool of unemployed with educational qualifications that not only meet their requirement, but in many instances exceed their own stated requirements as reported in the Job Bank.

K. Employment Income and Income from Public Support Programs

To properly compare average welfare support and earnings and welfare support while in SWP training with Job Bank job pay patterns, it must be recognized that welfare support is equivalent to a "net earnings" amount. Welfare values prior to SWP have been converted to annual gross dollar estimates, using only federal and Vermont income tax rates and FICA rates for 1972, for men and women. On the other hand, calculations of welfare values and potential earnings are net earnings calculations, since the totals obtained easily illustrate the differences between such dollar amounts and Job Bank pay medians, and conversions to gross amounts are not necessary for this demonstration.[1] TABLE 11 describes the pre-SWP and SWP training dollar amounts.

The median wage rates calculated for selected job categories suggest that there are relatively few job groups whose pay exceeds that of welfare support among men, and a number which exceed welfare dollar amounts among women. It can be repeated that the "net" SWP job earnings calculations do not include deductions for employee fringe benefit contributions and other commonly experienced deductions -- which means that the gross values of SWP earnings amounts would have to be even higher. In point of fact, ANFC clients with two children or more would have welfare support values higher than the median wages of most of these job categories.[2] Finally, the foregoing is compounded by the fact that welfare recipients would, by and large, apparently be best qualified for those jobs which tend to be at the lower end of the pay scale.

It is apparent from these calculations that there is a serious barrier to the entry of ANFC/SWP clients into the labor market. Most of the jobs for which such clients tend to be qualified are in occupational categories where annual incomes (even generously assuming uninterrupted yearly employment) fall short of ANFC recipients' support under public support programs.

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[1] See M. J. Nadworny, Financial Disincentives...

[2] Ibid.

TABLE 10

Age, Marital Status, and Education of ANFC-SWP Clients, July 27, 1972

	Men (103)	Women (176)	Total (279)
AGE			
1916 and earlier	2.9	0.6	1.4
1917-1926	4.9	4.5	4.7
1927-1936	28.2	21.0	23.7
1937-1946	38.8	40.3	39.8
1947-1956	25.2	33.0	30.1
1957		0.6	0.4
Median	31.7	29.7	30.4
MARITAL STATUS			
Single	3.9	13.6	10.0
Married	91.3	18.2	45.2
Widowed; Divorced; Separated	4.9	67.6	44.4
N.A.		0.6	0.4
EDUCATION			
6 years or less	3.9	2.3	2.9
7-8	33.0	10.2	18.6
9-12	51.5	76.7	67.4
13 and over	10.7	10.8	10.8
N.A.	1.0		0.4
Median	9.6	10.5	10.3

TABLE 11

Gross Dollar Welfare Support Values (Pre-SWP) and Net Earnings and Welfare Support During SWP Training; ANFC-SWP Participants.[1]

	Men	Women	Total
Welfare Prior to SWP	$4945	$4128	$4075
Welfare on SWP	2776	2572	2645
Net Earnings on SWP	4532	3972	4148
Total on SWP	7308	6544	6793

TABLE 12

Comparison of Job Bank Listings, by One-Digit DOT Code, with ANFC-SWP Job Training Categories

		ANFC/SWP		JOB BANK	
Code	Description	No.	%	No.	%
00-19	Prof., Tech., & Mngrl.	55	19.9	494	9.8
20-29	Clerical and Sales	87	31.4	1007	19.9
30-38	Services	88	31.8	1598	31.6
40-44	Farming, Fishery & For.	2	0.7	181	3.6
50-59	Processing	0	0	103	2.0
60-69	Machine Trades	7	2.5	442	8.7
70-79	Bench Work	1	0.4	257	5.1
80-89	Structural Work	32	11.6	644	12.7
90-97	Miscellaneous	5	1.8	333	6.6
Total		277		5059	

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[1] Ibid.

L. Availability of Jobs for SWP Trainees

In order to see whether SWP trainees are given the necessary skills which enable them to find employment, a sample of job codes assigned to 277 trainees arranged by broad job categories was compiled. (See TABLE 12) The same table shows comparable distribution of available jobs in the Job Bank. From these data it can be seen that a strikingly similar percentage of job training slots and Job Bank listings existed for Services classifications (31.8% and 31.6%), and the percentages were very close for Structural Work occupations. There were proportionately twice as many training slots as Job Bank listings (20% to 10%) for the Professional and Technical classification, and also proportionately more training slots in Clerical and Sales (31% to 20%). It may be a matter of opinion as to how good a "match" exists between these two distributions. However, it should be recognized that public sector training positions would tend to be more heavily oriented toward Professional, Technical, and Clerical occupations, and less toward machine, construction, and manual skills than the larger private sector would be. Nevertheless, it is important to note that over 60% of Job Bank listings fall in occupational categories in which over 80% of the ANFC-SWP trainees were placed.

M. Competition for Available Jobs

Department of Employment Security personnel were consulted to obtain information as to the extent of competition between non-low income groups and welfare clients for available jobs which the latter group may qualify for. No definitive data on welfare clients in the structured labor market are available for the recent past. The ESARS (Employment Security Automated Reporting System) compilation of job applicants included only those Work Incentive program participants for whom some "slots" (for counseling, job placement, or other referral) had been made available. For fiscal 1972, there were 1840 job applicants identified as "welfare clients" in the ESARS compilation, but DES specialists in Montpelier suggested that this figure was most likely too low. Whatever the number of clients, it is important to recognize that it would still represent a minority of the 44,900 applicants for jobs accounted for in the ESARS listings for fiscal 1972.

A special compilation of job applicants by DOT code, education qualifications, and other characteristics was prepared by the Department of Employment Security for the period July 1, 1972 to December 31, 1972. The list contained about 41,800 job applicants. Their occupational attachments were as follows:

Professional, Technical, Managerial	13.0%
Clerical and Sales	21.5%
Service	19.3%

Farming, etc.	2.4%
Processing	1.5%
Machine Trades	7.4%
Bench Work	4.9%
Structural Work	17.5%
Miscellaneous	12.4%

Obviously, not all of the non-welfare job applicants would be in direct competition with welfare clients. But it is still interesting to note that almost 25% of the job applicants accounted for here had educational achievements of more than 12 years, compared with about 11% of the ANFC-SWP participants. Excluding job applicants classified as Professional and Technical (where the largest concentration of those with extended education is), the remaining ES job applicants included 19% who had more than 12 years of education -- still an important advantage over the identified welfare group.

An age comparison shows that 26.6% of all ES job applicants were less than 22 years old, while 30.5% of the ANFC clients in the SWP program were under 26. That indicates that such welfare clients are not necessarily meeting a particular competitive threat from excessively larger percentages of "youth." Nevertheless, it must be remembered that the welfare clients are outnumbered by such competitors, and job openings are numerical, not percentages. Furthermore, DES personnel point out that there are increasingly larger influxes of young, better than average educated people in the summers into the Vermont labor market.

Regarding competition for jobs, then, the six-month job applicant summary suggests that the insured unemployed, the unemployed in general, and the new entrant job seekers have large numbers of young people in their midst, and, more important, have higher levels of education than welfare clients do. As a result, welfare clients are generally at a competitive disadvantage in the labor market, even if all other characteristics and factors were equal. What aggravates the position of the disadvantaged is that, on the one hand, the relatively high paying jobs are rather small in number; on the other hand, welfare clients are not ordinarily qualified for such jobs. The jobs for which they do qualify (semi-skilled types of jobs) are not only frequently seasonal in nature, but they are the jobs for which they have to compete with a large number of young people from within the State and from outside the State as well.

It should be stated that such competition usually exists at all times. The intensity of the competition, however, tends to vary with the rate of economic activity in the State. It is safe to say that welfare clients tend to be under heavy competitive pressure from other groups in a period of slowdown. The reason for this is that as unemployment increases an unemployed person is inclined to accept a lesser paying job, compared to the one held before he became unemployed, with the possible effect of shunting a former welfare client from the job slot. The opposite situation occurs in a period of rising economic activity when such competition tends to diminish in intensity. From this follows that in the final analysis, the most important barrier to the employability of welfare clients may be the lack of sufficient jobs in the economy of the State of Vermont. A study of the factors which account for the lack of employment opportunities is beyond the scope of this report.

There cannot be any doubt that the performance of the economy has been poor regarding employment and employment opportunities. The Vermont State Planning Office and Vermont Department of Employment Security figures and estimates indicate that from 1968 through 1972, population in the State increased by 25,000 to 454,570, while the labor force rose by over 16,000 to 196,950. During the same period, unemployment rose by over 6,000 to an annual average of 12,750. The rate of unemployment in 1968 was 3.6%; in 1969 it was 3.1%; in 1970, 4.8%; in 1971, 6.6% and in 1972 it was 6.5%. The numerical changes alone indicate the difficulties people on welfare and seeking work would have. Even if all of the 5,000 or so heads of ANFC families had been unemployed and able to seek the available jobs in 1972, the competition for the proportionately fewer openings would have been tremendous, and the non-welfare applicants would clearly have had strong competitive advantages.

While it cannot be "proved" that an improvement in economic health would provide significant numbers of jobs for the disadvantaged, there is no question that competition for jobs under present and recently past circumstances is and has been very strong. This places the welfare client in a worse position relative to his chances of obtaining adequate employment.

N. Employment Projections to 1975

Some assessment of what the occupational employment picture might be in Vermont and its counties in 1975, for selected occupational groups, was constructed. Its purpose was to attempt to develop some clues to determine whether growth or shifts in employment could conceivably aid or retard possibilities for employment for the economically disadvantaged. At one extreme, for example, might be the case in which all job growth were to be concentrated in professional and managerial jobs -- a case in which welfare clients and other disadvantaged people would clearly face even more difficult times. If significant growth were most likely in clerical, service and semi-skilled production-type jobs, employment opportunities would obviously improve for these groups.

The numbers of the various types of jobs which might exist in Vermont in 1975 would obviously be the product of past experience. That experience is reflected in the decennial censuses, which are the only "complete" household surveys taken of the citizens of Vermont. It was decided to use a straight-line projection based on the 1960 and 1970 Censuses of Population. The great value of this methodology is that the Census provides occupational data, which are not available for the State and its subdivisions on a continual basis from any other source. Another value is that the 1960's represented a variety of economic experiences, including decline, stagnation, and rapid expansion. Additionally, the end-points of 1960 and 1970 were neither exceptionally "good" nor "bad" years. Indeed, the Census unemployment rate for the State in 1960 was 4.5% and in 1970 it was 4.1%. Projections based on those years, therefore, assume an unemployment rate between 4% and 4.5%. If conditions improve remarkably, more jobs than projected would be available; but if conditions deteriorate, the opposite would be true.

Projections were calculated on both numerical and percentage changes by State and counties. There were some differences in the results, of course, and these, therefore, were combined to provide the ultimate projections which will be referred to below.

If these past trends continued to 1975, there would be a net increase of some 14,200 jobs in the State over 1970. This includes a significant decline in agricultural employment, some decline in other categories, and a significant increase in professional, technical, managerial; craftsmen, operatives, laborers; clerical; and service worker jobs. (See TABLE 13).

(It should be noted here that the Census occupational classifications have been employed in these projections. These differ from the DOT classifications used throughout this study, particularly in regard to identifying craftsmen, operatives, and laborers under the DOT system. As a result, employment projections identify occupational groups separately where these are common to both, and lump craftsmen, foremen, operatives, and laborers together for comparative purposes. The latter would generally compare to DOT categories 5,6,7,8, and 9.)

Quite clearly, the jobs which are of most interest here are those in the categories of operatives and laborers, clerical, and service workers. These tend to conform to those jobs with the education and experience requirements which welfare clients would most likely be able to meet. These job groups will increase in size, suggesting that, all other things constant, opportunities for employment will grow for the economically deprived. Unfortunately, it cannot be said with great confidence that "all other things" will remain constant.

TABLE 13

Projections of Numbers of Jobs by 1975 by Selected Categories, Census Classifications, Vermont and Counties

	State			Addison			Bennington		
	1960	1970	1975	1960	1970	1975	1960	1970	1975
Total*	141596	167569	181800	7409	9089	10000	10157	11503	12200
Prof., Tech., Kind.	15389	27689	32300	745	1446	1800	1102	1521	1600
Mgrs., Officials	11714	16343	18000	488	697	800	905	1350	1500
Clerical	17013	25639	29400	659	1215	1600	1068	1490	1600
Crafts., Op., Labs.[1]	43248	57503	61700	1741	2756	3400	4496	4591	4600
Service Jobs	12218	20544	24700	670	1167	1400	932	1321	1500
All Farm Groups[2]	15925	8953	5700	1801	1215	900	493	265	200
	Caledonia			Chittenden			Essex		
Total*	8149	8220	8300	25537	38337	45300	1995	1762	1700
Prof., Tech., Kind.	749	1036	1100	3871	8795	11900	117	155	200
Mgrs., Officials	721	690	600	2228	3740	4400	166	155	100
Clerical	842	1056	1100	3869	7210	8900	145	251	300
Crafts., Op., Labs.	3005	3188	3400	7689	9867	11000	848	835	800
Service Jobs	668	944	1000	2360	4892	6400	88	145	200
All Farm Groups	1207	655	400	1412	796	500	231	149	100
	Franklin			Grand Isle			Lamoille		
Total*	9660	10926	11600	909	1198	1400	4360	5098	5500
Prof., Tech., Kind.	785	1357	1600	55	153	200	371	602	700
Mgrs., Officials	776	979	1000	59	73	100	369	616	700
Clerical	877	1474	1800	64	160	200	369	576	700
Crafts., Op., Labs.	3139	4048	4600	292	391	400	1337	1774	2000
Service Jobs	575	1103	1400	80	70	100	585	834	900
All Farm Groups	2322	1299	800	240	259	200	765	429	300

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[1] Craftsmen, Operatives, Laborers.

[2] Farmers, Farm Foremen, Farm Managers, Farm Laborers.

TABLE 13 (continued)

	Orange			Orleans			Rutland		
	1960	1970	1975	1960	1970	1975	1960	1970	1975
Total*	5923	6593	7000	7071	6842	6700	16688	19875	21600
Prof., Tech., Kind.	612	728	800	585	719	700	1288	2502	2900
Mgrs., Officials	326	574	900	561	541	500	1452	2048	2300
Clerical	449	780	900	620	584	500	1998	2996	3400
Crafts., Op., Labs.	2164	2619	2800	2298	2692	2900	6281	7503	8100
Service Jobs	374	650	800	366	758	900	1558	2568	3000
All Farm Groups	1259	755	500	1667	1040	700	1321	727	500
	Washington			Windham			Windsor		
Total*	16188	17818	18700	11688	13050	13800	15862	17258	17400
Prof., Tech., Kind.	1920	3088	3600	1164	1690	1900	2025	2897	3300
Mgrs., Officials	1429	2014	2200	1003	1290	1400	1231	1576	1700
Clerical	2483	3334	3600	1679	2026	2100	1891	2487	2300
Crafts., Op., Labs.	5590	5442	5400	4705	4887	5000	6257	6910	7300
Service Jobs	1639	2189	2400	1046	1895	2400	1277	2008	2300
All Farm Groups	1151	474	200	713	450	300	1343	440	100

*The categories for each year do not equal the total for each year because jobs having a small participation rate were not included in the individual category, although they were included in the total.

An examination of the projections reveals that it is generally not surprising to see which occupational groups have the highest expectations to increase. The potential increase in craftsmen, operatives, and laborers is most interesting, largely because Vermont (unlike much of New England and other areas and states) had a rather rapid increase in manufacturing employment in the 1960's. Its manufacturing base is now much larger and qualitatively stronger than in the past. As a result, the overall probability of continued significant growth in that occupational grouping is rather high in a healthy Vermont economy.

What may be particularly striking is the increasing concentration of employment in the general northwestern area of the State, especially in Chittenden and Addison Counties, with general declines in such concentrations among the other major counties. With the exception of craftsmen, operatives, and laborers, Chittenden County's share of all the other designated occupational groups will likely increase to higher levels. These are percentages, of course, and, therefore, should not suggest that an increase in numbers of jobs in other counties and areas will not occur. But it will be true that there will likely be proportionately more job opportunities in the Chittenden County sector of Vermont. (See TABLE 14.)

There is no way to determine how much change has taken place in the number of jobs by occupational category since 1970. There are no ongoing accounts of employment by occupation for the State except for decennial censuses. Hence there is no measure of whether any shifts among occupations have taken place between 1970 and the present. Other projections of employment by occupation to 1975 do exist, but no annual or current counts of the occupational distribution of employment are prepared for the State or its subdivisions. The Job Bank lists jobs submitted by employers seeking employees; it does not describe the kind or amount of employment which exists in Vermont. The listings do reveal that the Job Bank openings are much more heavily weighted in service worker jobs, and much less oriented toward professional and managerial jobs, than the overall employment pattern drawn from the 1970 Census. (See TABLE 15.)

TABLE 14

Concentrations of Jobs by Selected Categories, Census Classifications, Counties, 1960, 1970, 1975

	Prof.,Tech.,Kindred			Managers, Officials			Clerical		
	1960	1970	1975	1960	1970	1975	1960	1970	1975
Addison	4.8	5.2	5.6	4.2	4.3	4.4	3.9	4.7	5.4
Chittenden	25.2	31.8	36.8	19.0	22.9	24.4	22.8	28.1	30.3
Rutland	8.4	9.0	9.0	12.4	12.5	12.8	11.8	11.7	11.6
Washington	12.5	11.2	11.1	12.2	12.3	12.2	14.6	13.0	12.2
Windham	7.6	6.1	5.9	8.6	7.9	7.8	9.9	7.9	7.1
Windsor	13.2	10.5	10.2	10.5	9.7	10.6	11.1	9.7	7.8

	Craftsmen, Operatives, Laborers		
Addison	4.0	4.8	5.5
Chittenden	17.8	17.2	17.8
Rutland	14.5	13.1	13.1
Washington	12.9	9.5	8.8
Windham	10.9	8.5	8.1
Windsor	14.5	12.0	11.8

	Service Workers			Total Employment		
Addison	5.5	5.7	5.7	5.2	5.4	5.5
Chittenden	19.3	23.8	25.9	18.0	22.9	24.9
Rutland	12,8	12.5	12.1	11.8	11.9	11.9
Washington	13.4	10.7	9.7	11.4	10.6	10.3
Windham	8.6	9.2	9.7	8.3	7.8	7.6
Windsor	10.5	9.8	9.3	11.2	10.3	9.6

TABLE 15

Comparison of Job Bank Listings (Five sample dates) and 1970 Census (Percentages) by Broad Occupational Categories

	Job Bank	Census
Prof., Tech., Mgerial.	9.8	25.7
Clerical, Sales	19.9	20.6
Service, all	31.6	14.1
Farmers, Farm Mgrs., Foremen, Laborers	3.6	5.3
Craftsmen, Operatives, Laborers	35.1	34.4

Useful as Job Bank information is, it does not provide a sure guide to the status or trends in occupational employment. It does serve to demonstrate the current structure of job openings by occupations in such a way as to suggest that, in most instances, there is a rather generally positive correlation between occupational categories of employment and Job Bank categories. But no assessment of the present distribution of employment by occupation or forecasts of the same could be attempted with any kind of confidence using Job Bank data.

SECTION III

EMPLOYMENT BARRIERS FACING WELFARE AND LOW-INCOME GROUPS IN VERMONT

A. Introduction

Assistance to the unemployed must ultimately deal with human values and individuals, each with a life history and a life style which has integrity for him who follows it. The essential integrity of individual personality does not necessarily imply that all life styles are equally adaptable to the occupational market place. Indeed, the Experimental and Demonstration Manpower Project aims to increase the adaptive capacity of those who are "out of step" with employers' needs.

This monograph is based on statistics from a study of the Special Work Program of the Experimental and Demonstration (E&D) Manpower Pilot Project, Employment Service, Vermont Department of Employment Security, who also provided additional data from their records. Census data is also used. Several reports are prepared on different dimensions of the study conducted by Booz-Allen Administration Services, Inc., under contract to the Department of Employment Security.

The humanness of people is sometimes lost in statistical reports, despite the humanness of those who deliver employment and human services. Space limitations do not always permit communication of these sentiments but the reader is asked to constantly remember the humanistic spirit in which this study is prepared.

From the perspective of society, unemployment exists for those whose (1) skills are not demanded in a given work setting, (2) training and experience have not equipped them with marketable skills, (3) work style is in some respects incompatible with the usual employment settings, or (4) occupation or place of work characteristically results in periodic, short term unemployment. From society's view, the work market place (the availability of jobs for which the unemployed compete) varies according to local, regional, national and international economic conditions. Consequently, this report also considers the question: Are the Jobs There?

Despite its depth and breadth, the Experimental and Demonstration (E&D) Manpower Pilot Project cannot hope to remedy all of the deficiencies of the larger and more expensive analyses of human services delivery noted by Alice M. Rivlin, Systematic Thinking for Social Action (The Brookings Institute, 1971). There are unique features in this report, though, which may be helpful to others who, like us, are grappling with such problems as the outcome of the delivery of occupational and human services, and with ways in which information about operating programs can be used for future planning and delivery.

A question which arises repeatedly is: "Why can't I get work?"

> "...so I just don't know. The work isn't there, leastwhys what I can do. Schooling could make a difference but Ed Paquette* over there doesn't have the trouble I do. 'Course being 43 don't help much either (Sigh). When it comes, it comes in bunches, they say. My back gives me trouble but I did time-keepin' a while back; my wife's been poorly and I don't know what all. The welfare helps but.. Next year? I don't think about next year, or next month even. I don't know...what's a man to do?"**

Ovid Trayer's* family is one of almost 10,000 Vermont families whose annual income is less than $3,000. The Trayers are one of about 3,500 Vermont families whose annual income places them below the "poverty level" established by the Federal Office of Economic Opportunity and reported by the Bureau of the Census in the Detailed Characteristics (of the population), Vermont, 1970. Edward, John and Nicole place the Trayer household among the 3,000 Vermont poverty level families who have from one to three children. In other words, Trayer was one of 13,550 people who, according to the State of Vermont Economic Indicators, were unemployed in May, 1972, and he was one of 20,000 applicants to the Vermont State Employment Service during the 1971-1972 fiscal year. But Mr. Trayer is more than a statistic.

Like the rest of us, Ovid Trayer is living out his biography and, also like some of us, he has an incomplete view of his own circumstances and of the world in which he lives. Not uncommonly, we have a limited view of personal history - of where we have been, of where we are now and where we think, or hope, we might be in the future. There are remnants of family and personal history: the long-standing Anglo-American dairy farm heritage of Trayer, now dissolved by the decline in farming and movement to the city, merged in the past with Mrs. Trayer's Quebecois.

American society is, of course, rapidly changing; traditional values are threatened by new norms of belief and conduct, and it is difficult for all of us to find our way. Ovid personalizes life experience and, to him, unemployment is his problem. Whatever his private meanings and motivations, one of his personal problems - support for his family - is also a public one. And when sufficient numbers of private problems become common in society at large, public opinion and debate about welfare and unemployment problems and the "problems of society" become more intense.

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*The names are fictitious.

**From an interview with a man who has been unemployed for three months and who has worked only episodically in the last two years.

For this reason, Ovid Trayer is one of several thousand Vermonters whose private unemployment problem is also a public one. As often happens when private concerns become public, thought about root causes and solutions ranges from international and national economic behavior, to the Northern New England economic context, and to the removal of employment barriers among individual workers. Not only are economic problems interrelated at local, state, regional, national and international levels, unemployment and other economic problems are also inextricably interwoven with basic values, attitudes derived from them, and behavior that is both social and economic.

It is within this context that the Vermont Department of Employment Security (DES) began its Experimental and Demonstration (E&D) Manpower Pilot Project. This project focuses upon individual approaches to unemployed people to personalize and integrate the delivery of services from employment, welfare, health and other human services agencies. Not only may people like Ovid Trayer be helped to personalize society's concern with his public problem, but also various agency staff are given the opportunity to individualize services with fewer time constraints than usually exist. The goals of the E&D Project and its administrative procedures are fully described in other monographs.

How do we arrive at a cohesive picture of the relationship between unemployability and the availability of jobs? First, we determine the number of potential clients who are eligible for employability development services. Second, we examine clients' barriers to employment and services needed by them. Third, job availability must consider not only the actual number of job openings but also the relative competition for vacancies amongst all job seekers and the specific educational and experience requirements identified with each opening. The components of the picture are assembled in the following way:

Section III B.	The Occupational Market Place
Section III C.	Who Are The "Ins" and "Outs"?
Section III D.	What Are They Like?
Section III E.	What Are Their Barriers to Employment?
Section III F.	Services Needed and Received by the Unemployed

Section IV describes job availability in relation to unemployment; it attempts to answer the question, "Can they get jobs?"

B. The Occupational Market Place

The occupational market place is where the demands of employers interact with the needs of potential employees for work. This market place is a complex sorting out process in which needed and possessed qualifications are matched. It is a competitive process. Employers compete with one another when there is skill scarcity; potential employees compete when there is job scarcity for the qualifications they possess. Those without competitive skills and qualifications are at a disadvantage in the search for work.

The need for information is clear; the availability of information is obscure because data systems are geared to serving the needs of individual employers and individual clients. Records are not maintained to make possible analysis of trends and forecasts in the occupational market place. Yet, such trends and forecasts are invaluable aids to program planning and implementation. Consider the current problems in describing the occupational market place.

Labor force

Estimated numbers of people in the work force are determined monthly by the Department of Employment Security in cooperation with the Bureau of Labor Statistics, U.S. Department of Labor with data classified under the provisions of the 1967 Standard Industrial Classification System. Annualized averages are prepared.

The most recent year for which complete information is available is 1971. In that year, the Annual Average Work Force was 193,650 of whom 12,900 were unemployed (6.7%) and 32,400 (17.9%) were proprietors, self-employed, family workers, domestics in private households and agricultural workers; 14,250 are estimated to be in nonagricultural wage and salary employment in Vermont. The major types of industry are:

Proprietors, self-employed, unpaid family workers, farm workers and domestic household workers	32,400	17.9%
Manufacturing, durable goods	24,850	13.8%
Trade, wholesale and retail	29,400	16.3%
Service and miscellaneous	29,300	16.2%
Government, Federal, State and Local	27,800	15.4%
All Other	36,900	20.4%
Total	180,650	100.0%

Annual average turnover rates give an index of the hiring and termination/layoff activity in industrial types. Unfortunately, such rates are available only for manufacturing establishments who cooperate in supplying monthly data. Thus, there were 3.0 hires and 3.4 separations per 100 employees in manufacturing in 1971. It would be most helpful to have similar turnover rates for the 61% of the employees who work in nonmanufacturing establishments. Given the established base line (August, 1971) and weighted according to standard statistical methods, complete industry-type data on turnover rates would add greatly to understanding the current occupational market place.

There is marked seasonal variation around annualized averages and turnover rates. The Work Force is highest in the summer months and lowest during the winter. Unemployment rates are highest in the winter except for June when appreciable numbers of students enter the Labor Force, either temporarily or more permanently. Hiring is highest in the summer months and lowest, not surprisingly, in the winter.

Employment Service Officials believe about 15-20% of the hiring transactions pass through their offices. Herein lies a serious information system problem: how can program planners collect information for the total economy, for all economic activities, to determine Work Force characteristics and job turnover rates? We can only form hypotheses and make informed guesses.

Ratios of jobs available to job seekers

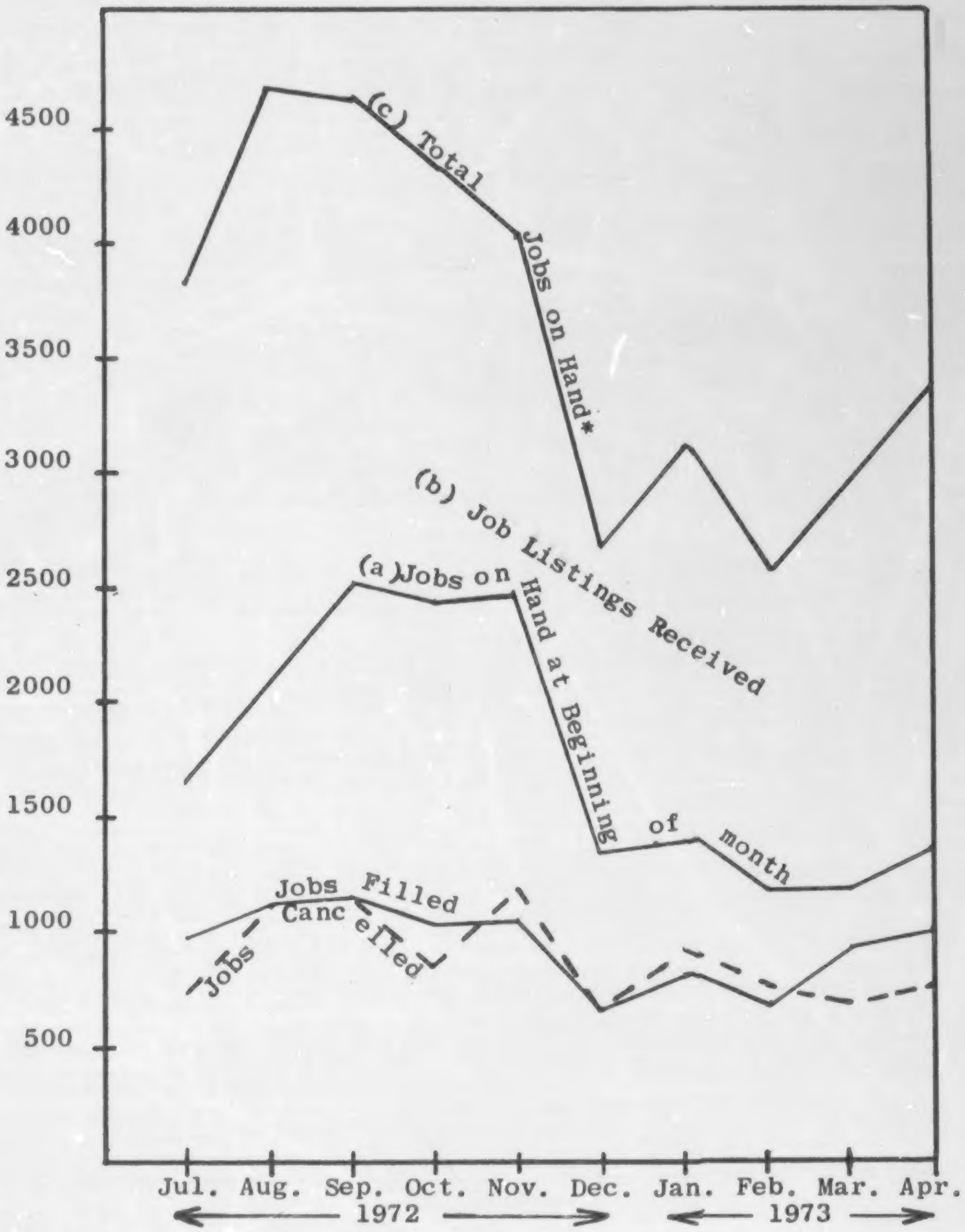
Since July, 1972, the ESARS component of the Department of Employment Security provides monthly data on VSES jobs (a) on hand at the beginning of the month, (b) job listings received and (c) the sum of jobs on hand and received. These data refer only to jobs listed with the Employment Service. Consequently, one can but partially answer the question, "Are jobs available?" FIGURE 1 and TABLE 16 show statistics for jobs listed with VSES.

The job openings shown in FIGURE 1 indicate seasonal variations. The greatest number of jobs available was in August, reflecting both jobs on hand at the beginning of the month and job openings received during that month. The gradual decline continues through autumn and early winter, but job availability begins increasing in January and continues into spring. Observe that the number of unfilled jobs at the beginning of each month peaks in September, then declines through winter and into March when a slight increase occurs.

FIGURE 1

Job Openings - Vermont State Employment Service

July 1, 1972 - April 30, 1973



*Derived by adding (a) Jobs on Hand at Beginning of Month and (b) Job Listings Received.

TABLE 16

Job Openings: Vermont State Employment Service
July 1, 1972-April 30, 1973

	Jobs on Hand At Beginning Of Month	Jobs Received During Month	Total Jobs On Hand*	Jobs Filled	Jobs Cancelled
Jul. 72	1,635	2,099	3,734	995	672
Aug. 72	2,061	2,714	4,775	1,129	1,106
Sep. 72	2,529	2,240	4,769	1,156	1,161
Oct. 72	2,443	1,896	4,339	1,021	885
Nov. 72	2,426	1,603	4,029	1,077	1,186
Dec. 72	1,363	1,340	2,703	660	640
Jan. 73	1,391	1,723	3,114	819	919
Feb. 73	1,173	1,453	2,626	675	766
Mar. 73	1,180	1,795	2,975	912	673
Apr. 73	1,387	2,000	3,387	1,017	752
Total	17,588	18,863	36,451	9,461	8,760

*Source of data: ESARS TABLE 7

Data on job seekers are also limited to VSES clients. Information is taken from "Employment Service Automated Reporting System" for the calendar period July 1, 1972 through April 30, 1973 as shown in APPENDIX A. The last column of APPENDIX A shows the Competitive Ratio of jobs available to job seekers. The Competitive Ratio is formed in the following way:

$$\frac{\text{Number of jobs on hand at beginning of month} + \text{Number of jobs received during the month}}{\text{Number of job seekers during the month}} = \text{Competitive Ratio}$$

For example, in July, 1972:

$$\frac{1635 + 2099}{19339} = \frac{3734}{19339} = 0.193 \text{ Competitive Ratio}$$

This is a Crude Competitive Ratio (CCR) since it considers neither (1) the experience and other requirements of the jobs nor (2) the qualifications of job seekers. In a general way, the Crude Competitive Ratio (CCR) does give some hypothesized estimate of a VSES client's "chances" of finding work among the jobs listed with VSES. When CCR = 1.00, there is one job listed per client and when the CCR is more than 1.00, there is more than one job per client. When the CCR is less than 1.00, as is usually the case, there is less than one job per client -- a "fraction" of a job. For the above example, the CCR for July is 0.193 or 193 jobs per 1,000 clients. Put another way, a client has about one chance in five of finding work. But caution: the Crude Competitive Ratio (CCR) considers neither job requirements nor client qualifications. The CCRs for July 1972 - April 1973 are:

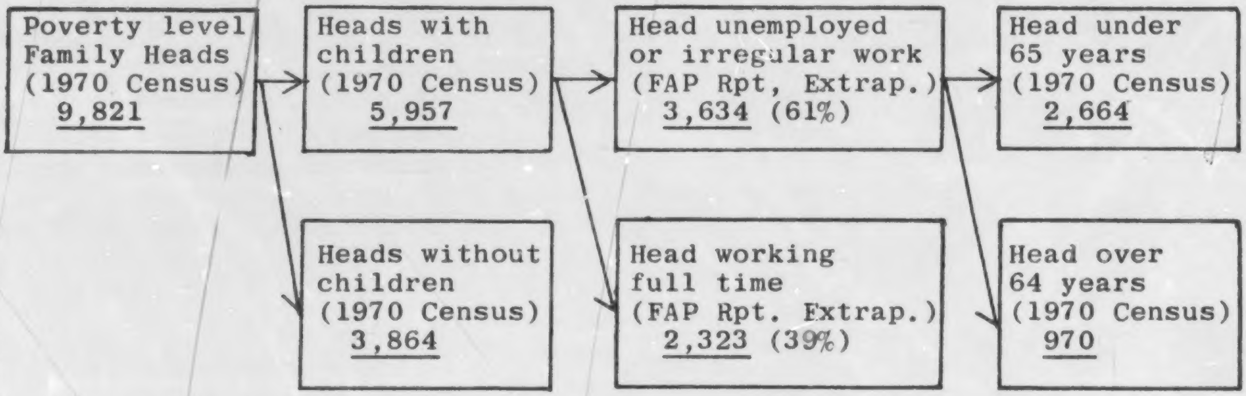
Month	CCR	Approximate Chance of Finding Work
July	0.193	1 in 5
August	0.253	1 in 4
September	0.251	1 in 4
October	0.226	1 in 4.5
November	0.199	1 in 5
December	0.126	1 in 8
January	0.142	1 in 7
February	0.118	1 in 8.5
March	0.131	1 in 7.5
April	0.156	1 in 6.5

It is not surprising that the unemployed face a more competitive struggle in December than in July. What are the qualifications of the unemployed? And, more to the present purpose, what are the employability barriers of those unemployed who are unable to find relatively permanent work? The next sections of this report consider answers to these questions, but I enter again my plea that some how, some way, a more complete information system must be developed to include all jobs and all seekers of jobs.

C. Who Are The "Ins" And "Outs"?

There are many reasons for unemployment. According to the 1970 Census, only 57% of those employed during 1969 worked 50 or more weeks. Thus, 43% of Vermont's work force were either new entrants to the occupational market place, permanently or temporarily layed off their jobs, voluntarily between jobs, or withdrawn from the labor force. There is no current way of knowing about the seeker/job matchings occurring without the knowledge of VSES. But VSES reports about 37,000 applications from unemployed people in 1972. When these applications are compared to the Annualized Average unemployment rate of 12,900, it is clear that some clients are multiple users of employment services.

This report is concerned with those unemployed whose individual efforts and conventional employment services have not resulted in lasting work. Furthermore, eligibility for the E&D Special Work Program (SWP) potentially excludes 73% of the poverty level families in Vermont. These exclusions are graphed in the following way:


Poverty level Family Heads (1970 Census) 9,821
Heads with children (1970 Census) 5,957
Heads without children (1970 Census) 3,864
Head unemployed or irregular work (FAP Rpt, Extrap.) 3,634 (61%)
Head working full time (FAP Rpt. Extrap.) 2,323 (39%)
Head under 65 years (1970 Census) 2,664
Head over 64 years (1970 Census) 970

Eligibility and Selection Criteria

Clients for the E&D Project are selected from the unemployed applying to the Vermont State Employment Service and from participants in the Work Incentive program (WIN). Client groups from these programs gain from the full range of human services in the Department of Social Welfare and from the broad job-related services in the Department of Employment Security (DES).

1. Income and assets

Eligibility for the E&D Project generally followed the version of the H.R. 1 (Mills) Bill then before the U. S. Congress. Both FAP/WIN and DES clients had to meet a maximum income criteria to participate in the Special Work Program. The following informal table shows annual income criteria by family size. The amounts allowed are for family income.

Family size	Maximum allowable annual income (family)
2	$3,120
3	3,720
4	4,320
5	4,920
6	5,370
7	5,820
8 (or more)	6,120 (maximum allowed)

These annual family income levels are roughly equivalent to the definitions of poverty levels established by the Federal Office of Economic Opportunity. According to the 1970 Census of Vermont's population, about 10,000 Vermont families are below poverty levels set at different family sizes. Although our state's population has grown since 1970, one may estimate that a minimum of 10,000 Vermont families need economic help of some kind.

2. Children in families

The low income families must have children under 18 years of age to be eligible for SWP. Again referring to 1970 Census data, about 61% of the low income families, or 6,000 have children. And again, not all low income families with children meet other SWP criteria.

The median income of poverty level families with children in 1970 was $2,530 while the mean income of such families was $2,534. Clearly, several thousand Vermont families need income maintenance help when compared with the median income of $8,928 and mean income of $10,088 for all Vermont families.

3. Unemployment or irregular employment

Participants in the SWP must be unemployed or soon to be out of work, and have an irregular work history. Furthermore, the unemployed and irregularly employed are those who,

> ...for a variety of reasons are not able to compete on the open labor market, or successfully engage in a skill training program... (due to such conditions as)...lack of motivation, poor personal appearance, inability to relate well to supervision or co-workers, poor work habits, personal attitudes not acceptable to employers, and minor mental or physical handicaps which can be overcome or alleviated through a closely supervised work experience situation.[1]

These guidelines are applied by local DES staff to select enrollees for the E&D Special Work program. Thus, not all unemployed and irregularly employed are eligible even if the family income and children criteria are met. For the fiscal year ending June 30, 1972, 5,000 of 36,433 new and renewal VSES applications (about 14%) involved individuals who needed Employability Development Services for the above reasons. And 10%, or 3,539 applications were from clients with mental or physical disabilities. Four (4) percent of the applicants, or 1,354 men and women, were receiving some form of Social Welfare services. Obviously, not all of the

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[1] Supplemental Proposal for Second Year E&D Work. "Experimental and Demonstration Manpower Project on Special Work Projects for the Unemployed and Upgrading for the Working Poor". Vermont E&D MP Project, Department of Employment Security pp 25-26.

a. 5,000 applications involving a need for Employability Services came from households or families with children,

b. 3,539 applications indicating mental or physical handicaps came from such families, nor do the

c. 1,354 applications from Social Welfare clients involved families with children.

Consistent with SWP intent, these guidelines select the hard core unemployed and irregularly employed, those whose barriers to employment are great, whose competitive position in seeking work is disadvantaged, and whose opportunities in the economy are least. But note that SWP is for the least employable and most competitively disadvantaged who have children as well as low income. The hard core unemployed and irregularly unemployed without children are ineligible for the program.

After these exclusions, a minimum of 2,664 Vermont families have members who are theoretically eligible for SWP. This is a minimal estimate since it is based on 1970 Census statistics and also omits the following categories of persons who are not in the Labor Force: the involuntarily underemployed, "job wanters" not known to the Employment Service, housewives who could accept work under limited circumstances, older people and students. A recent issue of Social Policy suggests that 19.1 million Americans are in this potential work force and that they are not included in official statistics on the Labor Force and Unemployment because they are not known to the agencies who provide the statistics. The Social Policy article gives figures for the estimate that a "real" indication of unemployment is about five times that of the official statistics.

As of May 11, 1973, DES reported that 650 families had a member who had been or is enrolled in SWP, thus who met the criteria for income, responsibility for children, and unemployment or irregular employment for reasons given in the guidelines.

How many other families, in addition to the 650, appear to meet the criteria for SWP? Exact figures are not available, but the 1971 study of the State of Vermont Family Assistance Program Planning Papers, Volume 5, Report on the Baseline Survey, gives helpful information. This 1971 Report indicates that 39% of the families eligible for the Family Assistance Program (FAP) had household heads who were employed full time for all of 1970. Another 30% of the FAP eligible families had household heads who worked less than 33 weeks during the year while 31% of the FAP eligible household heads were unemployed throughout the year.

It can now be hypothesized that the 650 families whose members enrolled in SWP to date represent a maximum 24% (650/2664 x 100) of eligible families. The 2,000 excluded, but eligible, families is a minimal estimate of additional needs for employability services.

The reader is referred to the 1971 State of Vermont FAP Report for discussion of many problems influencing the SWP criteria and selection process. Small business heads and farm workers do not appear to be appropriate candidates for SWP unless they become competitors for wages and salaries on the job-seeking market. Mothers with children under six years of age also seem unlikely candidates for SWP because of their need for care.

4. Note on formal and "informal" selection criteria

Whereas the formal criteria for selection are relatively easy to apply, the informal criteria are much more difficult to define: how are "lack of motivation", "poor personal appearance", "inability to relate well to supervision and co-workers", "poor work habits" and "unacceptable" personal attitudes determined? Skilled client workers often have an intuitive, if sometimes vague, understanding for such problems and deal with them in a one-to-one relationship. But actively dealing with clients in an established one-to-one relationship is quite different from prior client selection for future programs. The eligibility guidelines are extremely broad, if sometimes diffuse, to permit program flexibility to determine the kinds of people who would profit most from SWP experience. Flexibility in staff judgement may also have capitalized on "intuitive feel" and personal experiences which cannot be standardized in the same way that other criteria can be established. Indeed, the Booz-Allen Report shows that seven counselors would like no change in the eligibility criteria while four others desired changes in the formal rather than informal selection factors. Desired change in formal selection criteria involves:

(a) removing the criteria for children under 18 years of age,

(b) raising the maximum family income level, and

(c) Eliminating the welfare eligibility criterion.

D. What Are They Like? - Characteristics of Client Group

Although the chief emphasis of this paper is upon "Barriers to Employment", a number of other client characteristics are briefly noted since, in one way or another, they may also be hindrances to finding work. Indeed, TABLE 17 on the next page shows the results of a review of existing studies and writings on barriers to employment. With the exception of race, the hindrances listed in TABLE 17 exist to some extent in Vermont. The reader is referred to the Booz-Allen Report on the Study of the Vermont Manpower Experimental and Demonstration Project and supplemental tabulations for additional details.

Two client groups

The Booz-Allen study collected information from two client groups which met the selection criteria for participation in SWP:

1. One hundred and thirty respondents were eligible for, but not participating in, SWP (pre-project clients); and
2. One hundred and thirty people who participated in the program (post-project clients) This group consists of:
   - a. Fifty clients who completed SWP,
   - b. Fifty clients who terminated the program "without good cause" according to the guidelines set up for the project, and
   - c. Thirty clients who terminated the SWP with good cause. One client in this group is omitted from this analysis because his magnetic tape information is not in useable form.

The magnetic data tape information available for these analyses had not been updated to reflect the final termination status of the clients. The net effect of these corrections do not change the totals in each client group but there are changes in clients' assignments to the three termination status groups. Consequently, there are some differences between the statistics presented in this report and the preliminary tables prepared by Booz-Allen in July, 1972.

Sociodemographic characteristics

Not surprisingly, the pre- and post-project client groups are similar with respect to sex, marital status, mean average number of children, median number of school years completed,

TABLE 17

Barriers to Employment

According to Other Studies*

Barrier	Statistical Studies Number (Bibliographic** citations in parentheses)	Non-statistical studies Number (Bibliographic** citations in parentheses)
Age Discrimination (Youth -- Old Age)	3 (2A, 4, 70)	3 (1, 2, 3)
Attitudes and Motivation	2 (5, 67)	3 (6, 71, 72)
Child Care	3 (7, 10, 11)	5 (8, 9, 73, 74, 75)
Education (lack of)	1 (62)	6 (12, 13, 14, 15, 64, 76)
Housing (inadequate)	4 (16, 17, 20, 78)	4 (18, 19, 64, 77)
Mental Health	2 (23, 79)	5 (21, 22, 67, 80, 81)
Physical Health	2 (24, 67)	5 (25, 26, 27, 28, 29)
Race (Minority) Discrimination	5 (33, 35, 40, 41, 84)	10 (30, 31, 32, 34, 36, 37, 38, 39, 82, 83)
Relocation (Displacement)	1 (62)	1 (62)
Training and Manpower Programs (lack of)	2 (43, 67)	4 (42, 44, 45, 46)
Women (Discrimination)	2 (48, 50)	3 (47, 49, 88)
Other: Criminology, Values, Family problems, Transportation, Pockets of Poverty, etc.	4 (55, 85, 86, 87)	6 (51, 52, 53, 54, 56, 64)
General Information of Employment Barriers	6 (57, 59, 60, 61, 63, 66)	6 (58, 62, 64, 65, 68, 69)

*Prepared with the assistance of Linda Ready, Summer Fellow, Vermont Department of Employment Security.

**These citations are given fully in the Bibliography of this monograph.

and mean annual income for the year prior to participation in SWP. The post-project clients have a higher proportion of household heads (80%) compared to 68% for the pre-project client group. For comparative purposes, Vermont Census Data are added to the following statistics from the Booz-Allen Report.

Summary of Demographic Characteristics (in percentages [%])

Characteristic	Pre-project (N = 130)	Post-project (N = 130)	Vermont (18+)
% Men	39	49	48
% Women	61	51	52
% Married	65	67	71
% Household Heads	68	80	46
Mean No. Children	2.91	2.86	2.47
Median school years	10.1	10.6	12 2
Mean Annual Earnings	$1,413	$1,393	$10,553*

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*This is the Mean Annual Income for Vermont families with children since SWP selection criteria include only clients with children.

Additional demographic information, including age distributions, are available in the Booz-Allen Report.

Taking both groups together, it is apparent that the income gap between low income families with children and similar families in the Vermont society at large, is accompanied by educational discrepancies. At a time when over 50% of Vermont's population 18 years and older graduated from high school, the groups' clients left school, on an average, some time during their tenth year. Their annual earnings are about $9,000 less than that of other Vermont families with children.

Whether education is a barrier to employment and thus a barrier to a more adequate income level, is discussed later on. Suffice it to say for the present, that educational achievement has two dimensions: first, the formal course content which does not necessarily lead to the acquisition of work skills; and second, the social learning accompanying formal courses. Social learning may influence such employability factors as acceptable work habits, attitudes, relationships to authority figures like employers and to others in work situations. And, of course, educational attainment may be only, perhaps most importantly, a symptom of underlying basic value premises concerning the world of work and social welfare.

Work and welfare history

The pre- and post-project groups are quite different in their work and welfare histories according to the Booz-Allen Report. Eighty percent of the post-project group were unemployed prior to entrance into the program compared to 56% of the pre-project clients. The main explanation for this difference lies in the proportions of those who were not in the labor force: 39% of the pre-project clients compared to 14% of the post-project group. It is apparent that some barriers limit clients' entrance into the labor force more than other possibly existing barriers which also operate against employment. About six percent of both groups were either previously employed at low income levels or under-employed.

There is also considerable difference between the pre- and post-project clients in the length of time spent on welfare prior to SWP. As the following informal table shows, almost one-half of the post-project clients have not been on social welfare at any time during their lives compared to slightly over one-fifth of the pre-project group. For non-welfare clients, SWP aims to prevent clients from joining the social welfare rolls. At the other extreme, slightly more than one-fifth of the post-project group, compared to almost one-half of the pre-project clients, received social welfare payments for more than 12 months.

Length of Time on Welfare

Number of months on welfare	Pre-project clients*		Post-project clients**	
	Number	Percent	Number	Percent
None	20	15.4	64	49.2
1 - 3	16	12.3	19	14.6
4 - 6	9	6.9	9	6.9
7 - 9	14	10.8	4	3.1
10 - 12	7	5.4	5	3.9
More than 12 months	61	46.9	29	22.3
Don't know	3	2.3	0	0
Total	130	100.0	130	100.0

*Data pertains to the last five (5) years and includes both Aid to Dependent Children and General Assistance benefits.

**Data pertains to clients' entire lifetimes.

Clients' work and welfare histories may be barriers to present employment in that irregular, short-term jobs may not permit clients to acquire marketable skills, ways of relating to employers, ways of developing persistent interpersonal relationships with co-workers, and managing the demands of work and of family responsibilities. These will be examined in the next part. But for some clients at least, the same barriers which result in irregular, seasonal and short-term jobs are also barriers to current employment.

E. What Are Their Barriers to Employment?

Why can people not find work? The overview of other efforts to answer this question (page 66) identified over 16 general reasons including age and sex discrimination by employers, family responsibilities, health problems and the need for rehabilitation services.

Does available information[1] enable us to identify the root causes of unemployability? Probably it does not. It would be pretentious to expect that a study of 260 clients could achieve so much. The initial samples are relatively small and the numbers, or "cell counts", are even more inadequate when tabulations include sex differences, age distributions and clients' termination status. However, the study design's broad scope and extensive data collection gives many insights valuable for policy-making considerations, program planning and implementation.

Summary of Barriers to Employment

What does the available information tell us about the unemployed's barriers to employment? Despite limitations in the data and in the analysis of it, a complex picture emerges of different perceptions by clients, Counselors and Coaches. Although the different perceptions are focused on fundamental concerns, there are also general agreements.

1. For any one person, employability barriers are multiple rather than single problems. Thus, the combinations of barriers require multiple services to alleviate them.

2. Individuals seldom have frequently occurring combinations of barriers, yet some employability problems occur more often than others. The heterogeneity of barrier combinations requires available services for common problems and less common ones as well.

3. Employability barriers are complexly intertwined with (a) employers' attitudes toward potential workers' welfare history, regularity of employment and educational achievement; (b) potential employees' basic belief systems, or world views, from which are derived attitudes toward work, employers and authoritarian figures, and social welfare; and (c) the ways in which employment counselors and coaches mediate between employers' job requirements, clients' concepts of themselves, and their own more objective assessments of clients' capabilities and hindrances in the competition for available jobs. The comprehensive need for encompassing, often continuing service is obvious.

4. The unemployed frequently have an inaccurate rationale for their inability to find work. A reasonable service

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[1] A more full discussion of interview methods and questionnaires is contained in the Booz-Allen Report.

goal is to help clients acquire a more realistic view of their strengths and limits. Sensitivity and professional counseling skill are required.

5. In view of the above comments, the following list of most frequently appearing barriers should not be interpreted as requiring simple, single-minded solutions similar to old-fashioned engineering concepts of road building. Most unemployed people have two or more additional barriers, not all of which are on the list below.

Barriers	Clients affected
Home responsibilities	1 in 2
Child care (women)	1 in 3
Other	1 in 5
Transportation	1 in 2
Lack of skill or training	1 in 4
Lack of education	1 in 3
Health problems and physical handicaps	1 in 3
Lack of work orientation	1 in 4
Emotional/psychological attributes	1 in 4
Poor appearance/hygiene	1 in 6

Employment Service Applications

During Fiscal Year 1972, about 22,000 men and 14,500 women women contacted the Vermont State Employment Service. Approximately two percent of the contacts were by clients who had not been in the labor force, six percent were presently employed but seeking other work and three percent were underemployed, thus looking for full-time or more permanent work. Eighty-nine percent of the Employment Service contacts were from unemployed clients.

1. Need for employability development

Each client's application includes an estimate of his need for employability development services. VSES defines this need as follows:

> Employability Development Services: Assistance to an applicant in overcoming identified problems associated with his physical and mental condition, lack of educational achievement, employment record, family problems, or other factors precluding his full employment.

Thirteen percent of the unemployed were considered in need of Employability Services. In other words, over 4,000 Vermonters come to the Employment Service every year, that is about 80 per week, requiring service beyond the standard matching of client skills with available jobs. But hold on! Another 1,000 applications from Vermont residents also indicate needs for these services: 25% of the underemployed, 24% of those who had not been in the labor force and 16% of the presently employed who are seeking other work. Men and women do not appreciably differ in their need for employability services.

Obviously, not all applications refer to clients who are eligible for SWP. Some need training or retraining in skills demanded by employers, others need to develop appropriate work habits and attitudes while still others may need both skill training and work habit experience. But the need for employability development programs is evident.

2. Need for services to the handicapped

Employment interviewers also record the physical and emotional handicaps on client applications.

Ten percent, or over 3,000 Vermont unemployed, are physically, mentally, or emotionally handicapped in their search for work. Thus, the Vermont State Employment Offices see on average 60 unemployed clients per week who would probably gain from receiving rehabilitation services. And this is not all! Another 400 applications indicate clients who also need these services: 11% of those not in the labor force, 10% of the under employed and 9% of the employed who are looking for other work.

How many clients need both employability development and rehabilitation services? Vermont State Employment Service statistics were not tabulated in this way but combinations of barriers are discussed below in connection with interview data. Obviously, some clients need both services.

Not-all clients needing rehabilitation services are eligible for SWP since some need adaptive skill training, perhaps skill transfer investigation, and some would not meet the income or parental requirements.

Caution!

Vermont State Employment Service statistics probably are undercounts of the unemployed since records are kept only for those who come to their offices. There are service and financial reasons for office visits, sometimes legal requirements as well, but some potential clients may have barriers to entering the labor force. In the absence of financial and legal motivations, some clients may have other reasons for not coming to Employment Service offices.

How Clients View Barriers to Getting Work

Like the rest of us, clients act on how they think the world exists, not on how others view the unfolding of their work biography and life circumstances. There are other ways in which clients resemble the rest of us. They need to preserve some sense of self-respect within the limits and strengths of the kind of person they have become - their own life style. They look for simplistic explanations and solutions to life problems: one cause leads to one change And we all daily test our perceptions and attitudes against those of friends, neighbors and those playing roles in the organizations of the larger society. Consider, then, clients' views of their barriers to employment.

The Booz-Allen Report includes client perceived barriers to employment. Not surprisingly, family responsibilities and health problems, including handicaps, account for 48% of the main barriers for those who completed the program, 47% for those who terminated with good cause and 36% for those who terminated without good cause. "Looked for, but could not find work" was mentioned as the most important barrier by 35% of those who terminated the program for good cause, 18% of SWP completers and by 12% of the clients who terminated without good cause.

There is a remarkable range of barriers to employment, many occurring relatively infrequently. For those who completed the program, six additional, different barriers account for 24% of the total. Forty-four percent of the clients who terminated without good cause collectively gave 13 additional different barriers while 36% of the clients who terminated without good cause gave eight additional different barriers.

Each client had, on a mean average, about two barriers to employment as he perceived and reported them. The mean number of barriers per client is 1.90 for those who completed the program, 2.12 for terminators with acceptable reasons and 1.86 for those who terminated the program without acceptable reasons. Over 15% of each client group had three or more barriers. Some of the omissions are as interesting as the inclusions. Exclusions are: clients think of themselves as retired or too old; lack of references; lack of tools, licenses or special certificates; and union problems.

The data presented thus far suggests a theme which merits further examination: employability barriers are not single problems, each of which admits to traditional, categorical program services. Rather, it may be that barriers occur in combinations, some of which require joint, inter-service effort and individualized, client-by-client helping patterns. Consider the following tabulations with the implications of this theme in mind.

Combinations of client-perceived barriers

Clients' views of their difficulties in finding work were combined by cross-classifying their main barriers, that is the single most important problem for each person, with other barriers the clients reported. For example, some clients reported family responsibilities to be their main barrier to employment but also mentioned health problems.

Men: APPENDIX B shows the combinations of barriers to employment as reported by men. The percents should be considered relative rather than absolute because of the small sample sizes, particularly for the 11 men who quit SWP for good cause. The following interpretations are derived from APPENDIX B:

1. "Other specified" in combination with other secondary barriers is mentioned much more frequently across male client groups who did not complete SWP. For SWP completers, "health problems," "could not find work" and "other not specified" all occurred more frequently.

   "Other specified" main reasons for unemployment in combination with others poses a severe service problem. It includes a long list of heterogeneous, client perceived problems which require multiple services.

2. Not surprisingly, "family responsibilities" is rarely a barrier to employment among men.

3. "Looked but could not find work" is mentioned by about one out of four men in the pre-project and completer client groups, but about one out of seven men in the terminated groups.

4. Combinations of barriers involving health as the main problem vary from about 16% of pre-project men to 32% of the completers.

APPENDIX B also demonstrates interesting differences in the male client groups where single (main problem only) versus multiple barriers is concerned. Extrapolations from this APPENDIX show that men terminating the program without acceptable reasons are twice as likely to have two or more barriers to employment than are completers or those who terminated for acceptable reasons. Thus, the following was found:

Percent with Number of Barriers

Number of Barriers	Pre-Project	Post-project		
		Complete	Terminate w/cause	Terminate w/out cause
One only	41	68	73	29
Two or more	59	32	27	71
Total	100	100	100	100

Women: Because of the small sample sizes, similar data for women in APPENDIX C must be carefully interpreted.

1. It is not surprising that "family responsibilities," alone or in combination with other problems, is more often reported among women than any other set of barriers. Women who terminated SWP without good cause are exceptions, only 18% reporting family responsibilities compared to 39% of the other post-project clients and 48% of the pre-project group.

2. The by now ubiquitous category, "other specified," is most frequently mentioned by women who terminated SWP without good cause and second in frequency by the other client groups.

3. "Health problems" and "couldn't find work" were each given by about one-in-ten women. Although there are minor variations, the sample sizes are too small to attach importance to the differences between client groups.

Extrapolations from APPENDIX C also show that the female client groups differ in the proportions who have two or more barriers to employment. Thus,

Percent with Number of Barriers

Number of Barriers	Pre-Project	Post-project		
		Complete	Terminate w/cause	Terminate w/out cause
One only	57	22	33	41
Two or more	43	78	67	59
Total	100	100	100	100

There do not appear to be major differences between the female post-project client groups, but a higher proportion of the pre-project women report only one barrier to employment.

Differences between men and women: There are important, though not unexpected sex differences. Women are far more likely than men to report "family responsibility" barriers to employment, thus reflecting cultural differences in the role expectations and behavior of men and women. Feminine pre-project and completer clients are less likely to report "looked, but could not find work" than are their male counterparts. Although there are variations, sex differences in reporting other barriers are not pronounced.

What does it all mean?

Despite the small sample sizes, there are trends in clients' perceptions of their barriers to employment. Whether or not clients realistically report problems encountered, their perceptions reflect their understanding of their situation upon which they act. If adroit employment interviewers and counselors uncover more depth to clients' barriers and help them to develop more insights, then clients may need help in incorporating new understandings into their views of their own job-seeking efforts. Consider, then, the following implications:

First, the barriers to employment do not combine into the neat service clusters characteristic of traditional human services programs. Family responsibilities and health problems occur frequently, of course, suggesting needs for social welfare counseling, medical care, and rehabilitation services. However, there are many other barriers, each of which occur infrequently, but which taken together make up a very heterogeneous collection. A surprisingly high proportion of heterogeneous barriers are fragmented among different traditional human services. Thus, the individualized approach characteristic of SWP seems a step in the right direction. The roles of Ombudsman, Counselor or Coach, are quite apparent.

Second, gender differences are apparent. Because of past history and present cultural configuration, clients perceive different role obligations for men and women and, in consequence, the two sexes differ in their conceptions of difficulty in finding work. Traditional social welfare human services to alleviate "family responsibilities" are obviously more pertinent to, and needed by, women when compared to men. On the other hand, men are almost twice as likely as women to report that they "looked but could not find work".

Third, those clients who terminated SWP without good cause differ from other Post-project clients. Fifty percent of the men had barriers in the "other specified" category compared to only 20% of the male completers. The same differences exist among female client groups but they are less dramatic. Also, men who terminated without good cause had more barriers than other post-project groups. Women who terminated the program without good cause had fewer (18%) "family responsibility" barriers than women who completed the program.

The findings thus far should come as no surprise to employment interviewers and counselors. Resources may not always be available to contend with them but the barriers themselves appear daily in an interviewer's work. These data do emphasize barriers for groups of clients - aggregations which are beyond the usual day-to-day task of matching clients' training, experience and skills with the demands of the labor market. Intensive attention to clients with employability barriers is likely to require not only additional manpower to deliver employment services but increased emphasis upon new dimensions in manpower training.

What Counselors and Coaches Saw

Each post-project client was originally assigned to a Counselor, Coach and work-site supervisor. As needed, clients were also assigned to various other human services such as medical and vocational rehabilitation. Interview data were obtained from all persons responsible for the clients' efforts to increase their employability but this analysis focuses only on Counselors and Coaches since they are the only ones who knew all of the clients, thus were able to provide information about each client.

Counselors and Coaches are frequently able to assess clients' unemployment problems in more depth and more realistically in relation to potential employers and the labor market. Like the rest of us, clients are hesitant to acknowledge such personal short-comings as inappropriate dress, difficulties in getting along with employers, deficiencies in work attitudes and the like. For example, unemployed men often reported that they "looked but could not find work" while Counselors and Coaches analyse clients to determine why they could not find work. In fact, Counselors or Coaches never listed "Could not find work" as a barrier although, strangely enough, Coaches identified 10 clients whom they believed had no barriers to employment.

APPENDIX D shows the numbers and percents of clients who had at least one of 20 barriers to employment. This table includes all barriers mentioned for a client rather than the single main barrier. Excluding the 10 clients whom Coaches believed had no barriers and the 14 clients for whom Coaches reported that they did not know the barriers, a mean average of 3.2 barriers per client were reported by Coaches while Counselors indicated 3.3 barriers for each person. Compared with client perceptions, Counselors and Coaches reported on the average almost 1.5 more barriers per person.

Most frequently mentioned barriers

Rank-ordered, Counselors and Coaches considered the following barriers to occur most frequently:

Barriers	Coaches	Counselors
Transportation	1 (35%)	1 (45%)
Lack of skill or training	2 (33%)	5 (27%)
Child care problems	3 (28%)	3 (32%) Tie
Lack of education or illiteracy	4 (26%)	3 (32%) Tie
Lack of work orientation	6 (18%)Tie	7 (23%)
Emotional/psychological	6 (18%)Tie	6 (25%)
Health problems	6 (18%)Tie	2 (35%)
Poor appearance/hygiene	8 (15%)	9 (16%)
Family responsibilities	9 (12%)	8 (21%)

The following comments come to mind: First, Counselors and Coaches agree on the top nine barriers out of the 20 mentioned. Second, the magnitude of the service problem to alleviate the barriers is apparent. If child care and family responsibility problems are added together, the "home situation" ranks first for both Coaches (40%) and Counselors (53%). Transportation problems then rank a close second. Third, multiple services are needed to deal with multiple problems. Also, what should be done about the other 11 barriers, those which occur one-in-eight times or less? Some individualized and integrated way of alleviating each client's barriers is needed regardless of how frequently they occur.

Combinations of Coach and Counselor perceived barriers

Here we contend with two dilemmas: (a) how to combine Coach and Counselor perceived barriers into meaningful categories, and (b) how to compare Coach, Counselor and client perceptions with one another. First, Coach and Counselor perceptions are classified according to whether clients have employment problems in work orientation and in the personal/family area. A residual other category includes barriers that do not appear to be either work orientation or personal/family dimensions. These classifications identify work orientation barriers as indicating need for employment counseling of a broad nature. Personal/family barriers indicate needs for personal and family services, while the residual "other" index indicates needs for still other human services.

Coding items incorporated into the Indexes are contained in APPENDIXES E-G and APPENDIXES H-J indicate how indexes are constructed. These tables also include client perceived barriers as they are classified into the same indexes. A comparison between client, Coach and Counselor perceived barriers accentuates another problem. Counselors and Coaches differ from clients not only in the relative emphases placed upon barriers to employment, they also differ from clients in the language used to describe barriers. For example, Coaches and Counselors consider transportation a barrier for over one-third of their clients who themselves consider transportation rarely, if at all, a barrier to employment. Clients never considered lack of work orientation a barrier while Coaches and Counselors considered it a barrier for one-in-five people. "Looked but could not find work" was frequently mentioned by clients, about one-in-five on the average, but never mentioned by Counselors and Coaches.

These differences in perception are quite understandable and we have previously commented upon them. Consequently, there are both advantages and disadvantages to the classification of barriers into work orientation, personal/family and residual other categories. The advantage is that the classification points to underlying themes while the disadvantage is that Counselors, Coaches and clients frequently used different language and different emphases. The classification system may blur distinctions between classes of barriers but this is a risk when coding respondent's comments after open interview situations. As we continue, we hope the reader will keep the analytical limits in mind.

Male completers

APPENDIX K shows the distribution of men's barriers to employment as perceived by themselves, and their Counselors and Coaches. Some features are prominent among men who completed SWP. First, the distributions for Counselors and Coaches are very similar for all indexes. This is not to say that there is unusually high agreement between Counselors and Coaches on their ratings of individual clients for, as observed below, the correlation between them is surprisingly low. The similarity in their distributions for the male completer group does give some assurance that the problems summarized by indexes are useful as group characteristics.

Second, there are pronounced differences in the Index distributions for Counselors and Coaches on the one hand, and for clients. Male clients rated themselves on the low end of the Work Orientation Index, that is about 80% reported no work orientation barriers, compared to slightly over 40% of the Counselors and Coaches who rated men at this level. Furthermore, 60% of the Counselors and Coaches perceive men's barriers on the Personal/Family Index, compared to under 35% of the male completers. And we have already observed that over one-third of the male completers considered "Looked, but could not find work" a barrier whereas this was never reported by the Ccunselors and Coaches.

Female completers

There is more agreement among female clients, their Counselors and Coaches on the Indexes of barriers to employment than for men as described above. APPENDIX L shows the distributions for women's views of their barriers and the perceptions of those who worked with them. Women are much less likely than men to say that they "Looked, but could not find work" and, of course, Counselors and Coaches never reported this barrier. With the exception of the Residual Other Index, Counselors and Coaches had a slight tendency to perceive women's barriers in higher index scores than the women themselves.

Differences between male and female completers

The distribution of barriers for men and women differ according to their respective self-perceptions. Yet, Counselors and Coaches do not report the same magnitude of difference between the two sexes. However, we should stress again that different language, and even different items, are conceptualized into single categories for all of the indexes.

Men who terminate without good cause

The extent of agreement between men's perceptions of their barriers to employment, and the reports of Counselors and Coaches, is less clear than the agreements reported for male program completers. Both Counselors and Coaches place more men in the higher categories of the Work Orientation Index than do the men themselves. Yet, the distributions on the Personal Family Index are similar for men and their Coaches whereas Counselors distributions are different. Again, there is more similarity between Coaches and their male clients on the Residual Other Index than there is between Counselors and either their male clients or the Coaches. APPENDIX M gives more of the statistical details.

Women who terminate the program without good cause

As APPENDIX N shows, there is very close agreement between the distributions for indexes of employment barriers among women who terminate without good cause and their Counselors and Coaches. One exception is on the Personal/Family Index where 41% of the women report no barriers in this category whereas 30% of the Coaches, and only 14% of the Counselors, report no problems in this category. Once again, note that Counselors and Coaches tend to place women in the higher categories of each index than do the women themselves.

Terminated with good cause

The 11 men and 18 women who terminated SWP for good cause are too small a sample to permit useful interpretation. Eighty-two percent (82%) of the men report no barriers in the Personal/Family Index while Coaches and Counselors report 50% and 9% respectively. And note that 72% of the women report no barriers in the Work Orientation Index compared to 38% of the Coaches and only 22% of the Counselors. The same differences in perception also exist for women in the Residual Other Index. It is a debatable question whether these differences would be found in more adequate sample sizes. In any event, we cannot make much of these findings.

Extent of association between the perceptions of clients, Counselors and Coaches

Since clients, Counselors and Coaches each view barriers to employment from different perspectives, unusually high associations between their index ratings are not expected. Like others in society, clients need to maintain reasonable self-images and self-respect. As we have seen, attempts to meet these needs influence clients' reports of their reasons for not finding work. Counselors have a general, yet comprehensive, knowledge of their clients but probably do not have the intimate day-to day working knowledge of the Coaches.

Gamma is a measure of ordinal association between two variables. A value of +1.00 is obtained when there are perfect, positive associations whereas the value is -1.00 for perfect, negative associations. If there is no association, the gamma value is 0.00. This measure is appropriate for the present purpose since the Indexes are, in fact, short ordinal scales. Like any statistical procedure, the computation of gamma carries with it some assumptions about the nature of the data, the meaning of measurement and limitations to interpretation. These details need not detain us here.

Moderate, though generally positive, associations (gammas) were obtained for the three indexes as the following tabulation indicates:

Index and Pairs Compared	Gamma	Number of Comparisons
WORK ORIENTATION		
Client and Counselor. . . .	.349	129
Client and Coach.	-.205	116
Counselor and Coach	.231	116
PERSONAL/FAMILY INDEX		
Client and Counselor. . . .	.331	129
Client and Coach.	.383	116
Counselor and Coach	.294	116
RESIDUAL OTHER		
Client and Counselor. . . .	.272	129
Client and Coach.	.488	116
Counselor and Coach	.596	116

The gammas between Clients/Coaches and Counselors/Coaches are higher than the others on the Residual Other Index. There could be several explanations for the moderate associations: (a) unavoidable crudities in the open-end interview data and the coding of it, (b) the relative heterogeneity of items making up the indexes, and (c) that clients, Counselors and Coaches perceive barriers differently. We tentatively accept the third explanation realizing there is insufficient data to investigate the other two explanations.

Is there any association between perceived barriers and termination status? One would not expect high gammas since clients, Coaches and Counselors aim to increase employment possibilities by reducing barriers. Such reductions are, of course, main purposes of SWP. Should high associations between barriers and termination status, or outcome, exist it may well mean that some solutions to barriers were not found or were not optimally effective. High gammas were not found, the range being from -.262 to +.279.

But there were gender differences. The range of association for men is quite small, ranging from -.172 to +.203. Gammas for women range from -.540 to +.076, the high inverse association exists between Coaches and outcome on the Residual Other Index. Since one may expect high associations to occur occasionally on the basis of chance alone, it is difficult to attach meaningful importance to this one.

The Kruskal-Wallis H test was also applied to the data to guard against the possibility that the above general low associations were not artifacts of the statistical procedures. All clients are rank-ordered on each of the indexes based on either client, Coach or Counselor perceptions. The mean average rank order is then determined for each termination status group. For example, Counselors' perceptions of Personal/Family Index barriers result in a rank-ordering of the 129 clients with, of course, a large number of ties. A correction for ties was used in the calculations. The mean average rank for completers is 60.57, for those who quit for good cause the average is 73.97, and it is 64.23 for those who quit without good cause. These differences are not statistically significant ($x^2 = .25$) so we conclude that the Counselors' Personal/Family Index does not significantly distinguish between clients who (a) completed the program, (b) quit with good cause and (c) quit without good cause.

Twelve Kruskal-Wallis H statistics were computed, four were significant at the .05 level of confidence, that is, if 100 samples were drawn only five of them would not be expected to achieve similar distributions. The four statistically significant mean average rank-orders by termination status are:

1. Coaches' Personal/Family Index which distinguised only between those who either completed SWP or quit for good cause against those who quit without

good cause, the latter group having lower scores on the index (thus fewer barriers);

2. Coaches' Residual Other Index which distinguised between those who completed the program and those who terminated, the latter not distinguised as to whether they quit with or without good cause;

3. Counselors' Residual Other Index which, like the coaches, distinguished between those who completed the program and those who did not for whatever reasons; and

4. a composite Residual Other Index based upon the perceptions of both counselors and coaches combined. Again, this index distinguised between those who completed the program and those who did not.

In sum, no indexes based upon client perceptions of their barriers were significantly associated with termination status. No Work Orientation Indexes (of clients, Counselors or Coaches) were associated with termination status. Only the Coaches' Index of Personal/Family barriers is associated with outcome status. But three statistically significant differences involved the Residual Other Index.

Why emphasis upon the Residual Other Index? A partial answer may be in the nature of the index itself. APPENDIX G shows the heterogeneous items included in this index. High scores on this index may indicate that there are barriers which do not as easily lend themselves to program services compared to work orientation and personal/family barriers. Or there may be more difficulty in mobilizing available services for these infrequently occurring problems. If such services are not easily available, then it may be hypothesized that these original barriers to employment were less influenced by ameliorative efforts, thus more likely to be associated with termination status, than the problems summarized by other indexes. It would be interesting to see the results if funds were available to test this hypothesis against the currently available data.

Discriminant Analysis: Predicting Termination Status from Barriers to Employment*

Discriminant analysis is a way of considering the joint effect of several variables upon a measure of behavior. Here we wish to determine the extent to which selected barriers to employment are associated with successful completers and those who quit for whatever reasons.

Should this analysis identify key predictive variables we would be able to do two things: first, we could apply the findings to the selection of clients for future programs and second, more important, we could identify new program participants who may need even more individual, specialized attention. We do not expect complete success since services actually provided are not included.

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*The assistance of Kathleen R. Lamborn, Ph.D., is gratefully acknowledged.

Variables included are (a) the Residual Other Indexes for clients, Counselors and Coaches both separately and in combination; (b) unemployment duration and time on social welfare, both identified as important by the Booz-Allen Report; and (c) age and sex. The importance of sex and the Residual Other Indexes were suggested in the preceding section. Age may be indirectly reflected in the duration of unemployment and length of time on welfare, and it is epidemiologically wise to include it in the present analysis.

Procedurally, we determined discriminant analysis functions separately for men and women since the relative importance of the factors differs according to sex. Furthermore, clients are divided into two groups, completers and non-completers. Previous discriminant analyses did not distinguish between those who terminated with good cause and those who terminated without good cause. Two discriminant analyses were performed for each sex with age, months on welfare, weeks unemployed, and Residual Other Indexes of both clients and Counselors appearing in both analyses. The Coach Residual Other Index was used in one analysis while the sum of the Work Orientation Indexes of Clients and Counselors was used in the other analysis since preliminary analysis indicated both may be useful predictors. Discriminant functions thus derived were used to classify each client. Ideally, the discriminant functions should correctly place each client in the completer or terminator group.

As the following discussion shows, the results are suggestive and indicate directions for further analyses. For reasons given above, complete success was not expected and was not achieved. Unfortunately, funds are not available for further analyses at this time.

Men

The variables in both analyses discriminated between the completer and terminator client groups at the .005 level of confidence, indicating that the completer and terminator male groups differ on the variables included in each analysis. Some discrimination is possible. The following informal table shows the "correct" and "incorrect" classifications of clients based upon the two analyses.

Analysis	Variables (Only the underlined variables were changed)	Percent (%) Correct Outcome Class (N in parentheses)	
		Complete	Terminate
I -	Age, months on welfare, weeks unemployed, Residual Other Indexes for Clients, Counselors and Coaches	79.2 (24)	67.7 (31)
II -	Age, months on welfare, weeks unemployed, Residual Other Indexes for Clients and Counselors, Sum of Work Orientation Index for Clients and Counselors	84.6 (26)	69.2 (39)

Here we are confronted with the familiar "fully-only" problem which continues to plague interpretation in the social sciences. Should we be pleased that we have correctly classified as much as 85% of the completers and 70% of the terminators? Or should we be disappointed that we have correctly classified only those percents of the two client groups? Despite statistical significance, one would not want to make drastic program changes on the basis of these data. Note that correct classifications could occur for 50% of the clients based upon chance or random factors alone. Also the success rate of discriminant function classification of clients is inevitably smaller for a new client group whose data are not included in the original analysis.

Women

The completer and terminator female groups do not seem to differ significantly for the variables under study ($p = .2$). Thus we do not expect discriminant functions to do as well for women as for men. The "correct" and "incorrect" classifications of clients are shown in the following table.

Analysis	Variables (Only the underlined variables were changed)	Percent (%) Correct Outcome Class (N in parentheses)	
		Complete	Terminate
I -	Age, months on welfare, weeks unemployed, Residual Other Indexes for clients, Counselors and Coaches	66.7 (21)	63.1 (36)
II -	Age, months on welfare, weeks unemployed, Residual Other Indexes for clients and Counselors, sum of Work Orientation Indexes for Clients and Counselors	66.7 (24)	65.0 (40)

These results are somewhat better than would be expected on the basis of chance alone. In view of the sex differences suggested here, we must consider that there may be other female-oriented variables, perhaps of prime importance, which have not yet been identified.

Note

These results suggest an important direction and method for further analysis but, in serendipitous fashion, the possibilities did not become manifest in time to permit allocation of funds for continuing. However, we strongly recommend future exploration of discriminant analysis in subsequent studies.

Attitudes and Motivations

Knowledge of the work world, and attitudes and motivations to work, may either increase or decrease clients' employment prospects. Knowledge of work behavior appropriate to the expectations of employers is necessary in a competitive labor market. Deficiencies in such knowledge are reflected in two employment barriers listed in APPENDIX E. Booz-Allen reports one in five clients are characterized by "lack of work orientation" by Counselors and Coaches. Another 15% have "poor appearance" or "poor personal hygiene".

Attitudes and motivations influence the extent to which clients seek knowledge of work behavior, their job-seeking activities, formal and informal aspects of work performance, and their capability for solving such barriers as transportation, lack of skill or training, and child care problems. The Booz-Allen Report gives the following definitions:

> By the term attitude, we mean the mental orientation of favor or disfavor toward the self, the world, and intervening interactions, i.e., it is the state of mind toward some object (practice or idea).
>
> By the term motivation, we mean a person's inclination (to act) toward some object or value, i.e., his readiness to translate his attitude into overt action within the context of that object or value. Motivation also includes the reasons or rationale given for such action.

Unfortunately, thorough analyses of the descriptive statistics are not available, nor do the available statistics include cross-tabulations by such standard categories as age, sex, educational level, and marital status. Nor is data available on knowledge, attitudes and motivation by termination status. Finally no effort has yet been made to consider index construction and scale analysis. Furthermore, standard errors are not given. For these reasons, the following discussion is brief, tentative and hypothetical in that more analysis is needed. The reader is referred to the Booz-Allen Report for detailed descriptive statistics.

Powerlessness/pessimism

Seven (7) items from a well-known Anomia scale were asked of all clients. This scale is also used as an indication of powerlessness, pessimism or fatalism. There do not appear to be major differences between the client groups, but it should be noted that those who terminated without good cause have the lowest scores on five out of the seven items and completers have the highest scores also on five out of seven items.

Consequently, terminators without good cause tend toward fatalism and powerlessness in a cruel world while completers appear to lean toward more optimism and belief in personal efficacy in a world that is reasonably fair.

Attitudes toward work and welfare

The Osgood Semantic Differential procedure was used to determine the difference, if any, between the different client groups. Ordinarily, three attitudinal dimensions can be described in this way: evaluatively, clients indicate the extent to which concepts are "good" or "bad"; powerfulness, how "strong" or "weak" is a concept or object; and activity, whether or not an idea indicates activity or passivity.

The Booz-Allen Report gives detailed statistics for the three post-project client groups. The significance of the differences is not determined and it would be hazardous to draw inferences from these tables. The following observations should be analytically examined.

Attitudes toward welfare

1. Terminators without good cause are more likely to consider welfare inactive than are those who terminate for good cause.
2. Terminators without good cause are more likely to consider welfare worthless than are those who terminate with good cause.
3. Terminators without good cause are more likely to consider welfare a hand-out than are those who terminate for good cause.
4. Both terminating client groups are more likely to consider welfare dishonest than are clients who completed the program.

Attitudes toward work

1. Terminators without good cause are more likely (than those who terminate with good cause) to consider work

   (a) high paying,
   (b) important,
   (c) dirty.

2. Completers are more likely (than those who terminate for good cause) to consider work

   (a) pleasant
   (b) yet not satisfying

Job satisfactions and dissatisfactions

Clients' perceptions of what they find satisfying and dissatisfying about work gives another indication of their attitudes and, perhaps, of their motivations in seeking and accepting work opportunities. The following informal tabulation shows the rank-orders by client group for those items listed by more than 10% of the clients. Percents are given in parentheses.

Characteristic of work	Terminated without cause		Terminated with cause		Completers	
	Sat.	Diss.	Sat.	Diss.	Sat.	Diss.
Working conditions	1 (36%)	1T (30%)	1T (30%)	1T (27%)	2 (28%)	1 (27%)
Pay	2 (24%)	1T (30%)	1T (30%)	1T (27%)	1 (32%)	2T (18%)
Interest level	- (8%)	- (2%)	- (3%)	- (0%)	3 (16%)	2T (18%)
Pleasantness of boss	- (4%)	3 (14%)	- (7%)	4 (13%)	- (2%)	4T (10%)
Co-workers	- (2%)	- (8%)	3 (13%)	3 (20%)	- (6%)	4T (10%)
Other	3 (12%)	- (8%)	- (3%)	- (3%)	- (4%)	- (2%)

All client groups consider working conditions and pay important, these two characteristics accounting for about 60% of the reports for job satisfaction and almost one-half of the reasons for dissatisfaction. Interestingly enough, job interest level is considered important by a higher proportion of completers than in the two groups who did not complete the program.

The working role and other attitudes

Clients were asked to agree or disagree, along a continuum from one to ten, with each of 15 statements which have a bearing on work. Some statements are general, eliciting clients' world view and are conceptually related to our earlier discussion of anomia, fatalism and pessimism. Other statements deal with job expectations while still others concern behavior in a work setting. Detailed statistics are given in the Booz-Allen Report.

Six statements produce differences of one scale point or more between at least two client groups.

1. "If a person does not want to work hard, it is his own business."
   Terminators without good cause are more likely to agree than are those who terminate with good cause.

2. "To get ahead, I would be willing to move to another part of the country."
   Both terminating groups are less likely to agree than are clients who completed SWP.

3. "A promotion to a higher level job usually means more worries and should be avoided."
   Terminators without good cause are more likely to agree than those who completed the program.

4. "All I want out of a career is a secure, not-too-difficult job with enough pay to afford a nice car and eventually a home of my own."
   Terminators without good cause are more likely to agree than are the other two client groups.

5. "When a man is born, the success he is going to have is already in the cards so he might just as well accept it and not fight against it."
   Once again, terminators without good cause are more likely to agree with this fatalistic statement than are the other two client groups.

6. "The extent of a man's ambition to better himself is a pretty good indication of his character."
   And finally, terminators without good cause are more likely to agree than are the other two client groups but all are strongly on the agreement side.

Job-seeking ideas

Ways of finding work involve (a) information about available work, (b) how to establish contact with potential employers and (c) ideas about the general availability of jobs. Job plentifulness or scarcity often influences whether or not clients will accept certain kinds of work and, of course, work scarcity increases the need for information about jobs that are available. There are slight differences between the pre- and post-project clients so the following discussion deals only with the latter. The Booz-Allen Report does not give cross-tabulations by termination status.

1. Information about available jobs. Almost 40% of the clients would go to the Vermont State Employment Services to find out about available work. Slightly over 25% would use newspaper want ads. Direct visits to employers account for 16% of the clients while another 13% would rely upon word of mouth from friends and relatives who may know of job vacancies. Private employment agencies are mentioned less than one-in-one hundred times. Clients were allowed up to three different sources of information and gave two sources on a mean average.

All sources of information have limitations since all employers do not list vacancies with the Employment Service nor do they advertise in the newspaper. There is every reason to believe that the Employment Service maintains the most complete job listings by far and, in addition, provides varying degrees of employment counseling. Employment counseling reduces the time spent in answering advertisements and contacting employers. Considering that post-project clients have already had much contact with the Employment Service, it is surprising that this source was not mentioned at all by about 60% of the clients.

2. Contacting employers. Three-fourths of the post-project clients say they would make a personal visit to an employer who has a job vacancy. Almost one-fifth would telephone the employer first, presumably to find out if the vacancy still exists or if they are qualified. Again, one should note the relative efficiency of the Employment Service in contacting employers. Most employment interviewers and Counselors do, in fact, call employers to make sure that jobs are available before referring clients to them. From the interview question itself, it is not clear how many of those who said "personal visit to an employer" would be referred by the Employment Service.

3. General availability of jobs. Three-fourths of the clients believe there are fewer jobs in Vermont at the time of interview than a year prior to that time. About ten percent believe more jobs are available, five percent think the labor market is about the same and about ten percent do not have an opinion. Consequently, 75% of the clients have a reasonably realistic view of the tight labor market existing at the time they were interviewed. Cross-tabulations are not available to determine if this realism is associated with termination status, attitudes and motivations.

Can we put these data on attitudes and motivations together?

The answer is Yes, tentatively. Some things can be said in the nature of hypotheses which subsequent analysis could either establish or refute.

First, clients who terminated without good cause tend to be more fatalistic in their view of life. A fatalistic world view is likely to be accompanied by more acceptance of difficulties in finding work and, perhaps, less motivation to effectively compete in a tight labor market.

Second, terminators without good cause, however, tend to internalize the American Middle Class work ethic to the extent that they are more likely to consider welfare as being inactive, worthless, a hand-out and dishonest. Thus, clients who terminate without good cause may be in an ambivalent situation, a double bind. Tendencies toward fatalism may be accompanied by unfavorable middle class attitudes toward those, even including themselves, who receive social welfare benefits.

Third, terminators without good cause are also likely to consider work high paying, important and dirty whereas completers tend to find work pleasant, yet not satisfying. These terminators appear to subscribe to the American work dream of good financial rewards, and that survival requires work is perforce considered important. Their past work history and knowledge of others' work may lead to the concept that work is dirty. In comparison, completers are likely to consider work pleasant yet, in a contradiction reported also in other studies, not satisfying to them.

Fourth, fatalism, the middle class work ethic and individualism may be intertwined with the working role and other attitudes. Terminators without good cause tend to be unwilling to move to other parts of the country to find work; yet they believe ambition indicates personal character. Fatalism is indicated in their belief that success is determined at birth and there is not much that can be done to change it. And, individualistically, these terminators think that others should not be concerned if a person does not want to work hard. Promotion should be avoided and all they want is job security, relatively easy work to do and enough money to be able to participate in the mainstream of American society.

Should these hypothetical interpretations be established in more thorough analyses, then barriers to employability involve not simply attitudes and knowledge of the working world. Rather, the barriers may well be basic belief systems about people, life and the world. Following after Kluckhohn and others, note here that all cultures and people in the world have some basic beliefs about (a) why we are here and why there is pain and suffering; -- (b) the predictability, or lack of it, of future events; (c) the relative power, or efficacy, of individuals to alter their fate; and (d) the importance of reason in comparison with emotion in life decisions. Fatalism often carries with it beliefs in the impossibility of predicting the future, thus an unwillingness to postpone rewards by finishing school, starting at low pay to obtain job training and the like. And fatalism is also often associated with individual ineffectiveness in altering his fate and, then, a reluctance to try.

Fortunately, some attitudes and opinions toward work, and some work-related behavior patterns, are not directly rooted in basic belief systems, at least not in ways that are threatening to those who hold them. But it may well be that some of the unemployed have belief systems threatened by changes in attitude and behavior, partially because they lack the informal alternatives to believing and acting in any other way. As in the case of attitude and belief systems concerning work, we now know that not all people will respond to rational choices. We know that change must consider, at least for some, the complex network between all of their human relationships, all of their views of people, work, life and the world.

F. Services Needed and Received by the Unemployed

The goals of SWP emphasized change in personal characteristics and life circumstances, thus increasing the likelihood of entering the labor market and successfully competing in it. Skill training was not a major objective since there are other Employment Service programs which provide this training. When appropriate, clients were transferred to a skill-training program, sometimes returning to SWP or moving on to employment. Flexibility in SWP made these changes possible.

Employment Counselors and Social Workers are aware of the service problems posed by employment barriers in the preceding chapter: how best to meet the multiple needs of the unemployed and their families? Theoretically, there are a large number of human resources available in Vermont. For example, telephone book white and yellow pages list several organizations, both government and voluntary agencies, which offer a helping potential.

The Directory of Human Resources for the Chittenden County Area (1971) describes 111 organizations and the Health and Welfare Directory for the Communities of Greater Burlington, Vermont (n.d.) lists over 90 services, some of which are provided by two or more organizations. The limitations to these theoretically available services are well-known: First, budgets do not usually provide adequate staffs for dealing with clients' multiple problems; second, referral systems often need more careful linkage; third, there is frequent need for one person to guide clients through his use of multiple services; fourth, there are sometimes "gaps", yet other times "overlaps", in the available services; and fifth, such services are not always easily accessible to both rural and urban parts of the state.

In addition, Human Services organizations have institutional needs and imperatives like other organized activities of man. Each organization has a concept of major mission, assumptions about the nature of clients who will be served, ideas about how clients can be served and needs to maintain both "public" and "constituency" images. There can be territorial issues and problems of "domain", not out of unwholesome motives but rather emerging from organizational needs to allocate scarce financial and human resources in a way that is publicly visible and rewarding.

Services provided

The SWP program emphasized the integrative function, or Omsbudsman role, of the Employment Counselors who made referrals to three other state agencies to meet 25 self-support service objectives for clients. The Department of Social Welfare provided services to meet 13 different family and social goals, one goal to remove health barriers, another objective to meet work and job skill needs, and two goals aiming to remove child care barriers. In sum, the Department of Social Welfare provided services to achieve 17 out of 25 client self-support objectives.

The office of Vocational Rehabilitation provided services to meet three goals concerned with removing health barriers to employment while the Office of Child Development's major goal was to arrange for child-care facilities.

In addition to referrals, the Department of Employment Security provided services to meet two goals involving work and job skills and one objective concerned with removing family and social barriers to work.

Fifty-seven different services were initially planned for delivery by the four state agencies to achieve 25 goals for removing barriers to employment. The range of offered services is illustrated by the following items:

1. child care services
2. home nursing assistance
3. home management
4. individual transportation
5. adult basic education
6. out-patient medical treatment
7. prosthetic dental devices
8. treatment for speech and hearing problems
9. counseling (child care, juvenile, marital)
10. legal services
11. clothing
12. housing

Adequacy of services

Short-term. Short-term delivery of services were made to clients who spent from 18 to 20 weeks in completing SWP. Terminators averaged about 11 weeks participation before withdrawing. Future Booz-Allen analyses and tabulations may provide more information than can be summarized here.

First, almost one-half of the SWP staff felt there was insufficient staff, funds and resources to provide the level and quality of service needed by SWP clients.

Second, the following service needs were not always met, according to SWP staff, thus interfering with successful completion of the program.

1. Transportation
2. Housing
3. Emergency funds and services
4. Child care
5. Family counseling
6. Health and medical services

At this point, one can only conclude that services were probably sufficient for those who completed SWP successfully and found gainful employment, that is, for well over one-half of those who entered the program. But there appear to be some deficiencies resulting from inadequate staff, time and funds. Certainly, more data analyses are needed.

Long-term adequacy with existing services. What can one say? It is difficult to forecast long-term situations when data analyses for short-term adequacy are still needed. The following conclusions are tentative:

First, some degree of continuing emphasis on removing and preventing barriers to employment must be sustained despite uncertain funding at Federal and State levels. In some respects at least, SWP is ending with quite different program emphases than when it began. Like so many other programs, there has not been time to fully evaluate and implement recommendations before the national, and therefore state, programs have changed.

Second, the attempted integration of services provided by state agencies needs to be continued and, again, this means that budget and staff must be provided to do so. The costs of providing staff are discussed below.

Third, program effectiveness can be more carefully evaluated if more systematic Follow-up is made, perhaps on a sample basis. We need to know more about clients who make repeat visits to the Employment Service over a 12 months period, not only for SWP participants but other clients as well. Follow-up information is useful for identifying clients who are at risk for holding jobs for short time periods, thus being able to alter risk factors. It is also helpful in assessing program effectiveness and in planning future programs and implementing them from a management perspective.

Fourth, long-term programs must deal with those frequently occurring barriers to employment which appear to have been imperfectly resolved in the short-term period for which data are available. It is no surprise that transportation and housing are among the unmet service needs discussed above. These two barriers are inextricably tied to social and economic conditions in the larger society and do not permit easy solutions. Consider SWP objectives in these two areas.

> Transportation: to assist families and individuals without immediate access to public transportation or those who, because of age, infirmities or disabilities, cannot use available transportation and who have no other means of reaching specified destinations relating to health care, improvement of family life and social functioning, child care, education, training rehabilitation and employment.
>
> Environment and housing: to help families and individuals to live in conditions that meet minimum standards of health, protection and social functioning (all requisite to occupational functioning).

All who have worked with clients' transportation problems know how "temporary" regular transportation arrangements can become. Client-owned vehicles break down, family or neighbors move away or become unavailable and public transportation is either unavailable or rapidly becoming so. Transportation is a long-range problem because an ultimate goal may well be client self-sufficiency in owning and maintaining a motor vehicle. Such an objective is difficult to achieve during an 18 week training program. And, of course, the need for transportation extends not only to getting to work but getting children to day care centers and using other services.

Housing is even more difficult to solve. The shortage of minimally acceptable housing at low cost is well-known, and often as difficult in rural as in urban areas. Adequate housing is, of course, part and parcel of the home construction industry which is, in turn, related to (a) the general economy and (b) the place of housing in the hierarchy of public values. Again, those who have worked with clients are familiar with the inadvertent quick-sands of time that can be spent in trying to improve housing conditions in behalf of those seeking work. Housing is a long-term problem for clients because their goal, being able to afford adequate accommodation, cannot be achieved during an 18 week training period.

Emergency funds and services are also among the unmet needs. Almost all human service agencies, public and voluntary alike, have limited funds available for emergency purposes. They also have budgetary problems in providing staff for after-hours, week-end accessibility to clients. Not only does an "Omsbudsman" need to be available, so do emergency services need to be accessible to him. This, again, is a problem for the whole human services delivery system and not only that of the Departments of Employment Security and of Social Welfare.

Special mention concerns the provision of child care services. Despite extensive day care and other centers for children during the SWP period under study, deficiencies in these services were often among the unmet needs. Unmet needs in this area probably have to do with relative inaccessibility of child care services because of transportation problems. With changes in Federal funding, day care center capability may be reduced by one-half. If this is the case, the provision of these services may become even more of a problem than existed during the period upon which this report is based.

A brief note on costs

The cost of providing services is not only difficult to calculate, it is also difficult to interpret. Costs must be weighed against such intangible human benefits as self-sufficiency, dignity and participation in the mainstream of American society. Cost-benefit analysis of human services becomes confounded by contradictory assumptions about the nature of man, particularly about the poor and unemployed. For example, consider these two assumptions:

1. In its extreme form, the Protestant Work Ethic holds that the poor are poor because they have been deficient in such qualities as initiative, thrift, persistence and industry.

2. According to a 20th Century "Humanistic" belief, the poor are poor because life circumstances inhibit choices from among a wide range of alternatives available to others in society.

Obviously, both assumptions are unrealistic when held in the extreme. Elements of both belief systems are found, in greater or lesser degree, in contemporary American society. The influence of both is most apparent when scarce resources, financial and staff, must be allocated to Employment Service and other human welfare programs. The dearth of cost-benefit analysis makes more difficult the tasks of policy-making and program implementation.

There is, then, great need for a thorough and comprehensive cost accounting study. Such costing studies should include:

(a). all professional and support staff from all agencies, either hours expended or at least in full-time equivalents;

(b). cost of other services;

(c). number of clients served;

(d). reasonable estimate of overhead costs; and

(e). all of the preceding in a clearly defined time period.

Standard errors should be computed if sampling methods are used. Both policy-setting and management require that we be able to estimate costs per numbers of clients for defined time units.

SECTION IV

THE ABILITY OF THE PRIVATE AND PUBLIC SECTORS, AS PRESENTLY CONSTITUTED IN VERMONT, TO ABSORB WELFARE AND LOW-INCOME GROUPS. (CAN THEY GET JOBS -- ARE THE JOBS THERE?)

Are the jobs there? Of course, some jobs are there but ANFC/SWP clients are disadvantaged in getting them. The Crude Competitive Ratios in Section III deal with the question: What are the probabilities of getting a job? To answer this question we must consider first, the composition of the labor market; second, the educational and experience requirements for the available jobs, and third, barriers to employment. Obviously, future policy and program operations require decisions based, in part at least, upon these concerns.

A. The Labor Market

Competition in the labor market is affected by the economic recession that began in 1970 and continued through 1972, according to a report provided by DES. This report indicates that while Vermont's population increased by about six percent from 1968 to 1972, the work force increased by nine percent largely due to working age immigrants to the State. Furthermore, more women entered the labor force. Increase in the labor force was accompanied by an increase in the mean annualized numbers and rate of unemployed, ranging from 5,800 in 1969 (3.1%) to 12,750 (6.5%) in 1972. ANFC families also increased from 2,264 in 1968 to 5,211 in 1972, a 130% increase. Increases in unemployment and ANFC participation suggest that finding work in 1972 was a more competitive process than in 1968 and 1969. Seasonal variations in the Crude Competitive Ratio (CCR) are documented in Section III.

Section II of this report contains an analysis of the labor market in the Summer, 1971: 5059 listings from the Employment Service Job Bank were classified according to the first two digits of the code provided by the Dictionary of Occupational Titles (DOT). Educational and experience requirements for each job were also tabulated.

Some explanation of the DOT codes is in order. The first three digits refer to the field of work, not the skill levels involved. The first two digits are generalized indicators of work fields. The third digit adds more detail. When dealing with the broad spectrum of occupations, the first two digits are preferred over the three digit system because the former is more manageable. For example, APPENDIX O uses the two digit system for classifying work in the Job Bank list and of pre- and post-project clients. Its length illustrates the cumbersomeness of even the two digit code for some purposes.

Nine major fields of work are indicated by the first digit:

1. Professional, technical and managerial fields,
2. Clerical and sales,
3. Services,
4. Farming and forestry,
5. Processing,
6. Machine trades,
7. Bench work,
8. Structural work, and
9. Miscellaneous.

The second digit is a sub-division of the nine major fields. For example, Medicine and health is a sub-field, number 07, in the major field designated Professional, technical and managerial. But note that, again, the first two digits do not represent skill levels.

Skill levels are indicated in the last three digits of an occupational code, that is the last three digits of a six digit code describing work. The last three digits refer to various skill levels required in dealing with data (fourth digit), relating to people (fifth digit) and working with things (sixth digit). See APPENDIX P. Not all occupations require activity with respect to data, people and things. Consequently, there is a code for each of the last three digits to show that there is "No significant relationship". But any one job requires at least some activity in one of the three areas. The skill levels for each of the three areas range from (a) comparing to synthesizing data (fourth digit), (b) serving to mentoring people (fifth digit) and (c) handling to setting up things (sixth digit). Skill levels are used neither in the previous sections of this report nor here, but it is important to observe that the concept of transferability of skills essentially means that abilities in dealing with data, people and things in one occupational field (represented by a two digit code) may also be used in another occupation with some experience and retraining.

We should also understand that the two digit occupational code does not correspond to an industry code although such may be strongly implied in some instances. For example, one often thinks of the health and medicine field of work (occupational code 07) as an industry but physicians, nurses and other technicians may be found in factories, insurance company home offices, schools and the like. Complex economic organizations ordinarily employ people from a variety of occupational fields although the organization's product may stress one field of work more than others. Thus, "transferability of skills" may mean using abilities in one industry by changing industries with minimal retraining.

Consequently, there are two limits to using two-digit occupational codes. First, skill levels are not shown and, second, type of economic activity or industry is not indicated. It is important to keep these limits in mind for they are real problems and we recommend that future, more detailed studies along these lines be done.

Now, TABLE 18 is a condensation of the two digit codes in APPENDIX O. This table shows the proportions of jobs available in the Job Bank by major occupational field or division, and the comparable proportions of pre-project clients with their highest paid position and last job before entering SWP. Finally, TABLE 18 indicates the proportions of job training slots in each major occupational division. Note that about 40% of the clients moved to a second job slot, 10% moved on to a third slot and nine clients had a fourth job slot under SWP.*

It is no surprise that almost three-fourths of the openings in the Job Bank involve four major occupational fields:

Professional, technical and managerial	10%
Clerical and sales	20%
Services	32%
Structural work	13%

Although there are some differences in the distributions for pre- and post-project clients compared to the Job Bank Listings, the differences may well be due to the relatively small sample sizes in these client groups. But observe that about 95% of SWP job training slots are in the same four occupational fields:

Professional, technical and managerial	20%
Clerical and sales	27%
Services	39%
Structural work	10%

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*There are four main reasons why clients are shifted to more than one job slot. First, all subcontracts with employers terminate on the last day of each Fiscal Year. Therefore, an employee in training on June 30 continues the same training under a new subcontract and goes automatically into a new job slot. Second, a new subcontract could be written for a "new" job slot if an employee's first job slot subcontract expires and the trainee still needs more training. Third, a new job slot can occur when a trainee changes his training slot with the same employer even though a new subcontract may not be written. Fourth, some trainees entered training again after overcoming problems which led them to discontinue training.

TABLE 18

Types of Work Available and Work Done by Pre- And Post-Project Clients

Occupational Divisions (DOT 2 digit classifications in parentheses)	Percent of Positions in Job Bank list	Percent of Clients in Occupational Divisions			SWP Training Jobs			
		Pre-Project		Post-Project				
		Last Job Before E&D	Highest Paid Job	Last Job Before E&D	First	Second	Third	Fourth
	(N=5059)	(N=129)	(N=129)	(N=130)	(N=628)	(N=243)	(N=60)	(N=9)
Professional, technical and managerial (00-19)	9.8	12.4	16.3	16.9	20.2	25.1	40.0	33.3
Clerical and sales (20-29)	19.9	17.1	10.9	17.7	26.9	30.0	26.7	44.4
Service (30-39)	31.6	34.9	34.9	30.0	39.0	32.5	26.7	22.2
Farming and forestry (40-49)	3.6	2.3	2.3	3.1	0.6	0.8	0.0	0.0
Processing (50-59)	2.0	1.6	2.3	0.8	0.0	0.0	0.0	0.0
Machine trades (60-69)	8.7	7.0	6.2	4.6	2.1	0.0	0.0	0.0
Bench work (70-79)	5.1	0.0	0.8	4.6	0.5	2.1	0.0	0.0
Structural work (80-89)	12.7	8.5	10.1	14.6	9.6	8.2	6.7	0.0
Miscellaneous (90-99)	6.6	4.7	5.4	7.7	1.1	1.2	0.0	0.0
No DOT classification	0.0	11.6	10.9	0.0	0.0	0.0	0.0	0.0
TOTAL	100.0	100.1	100.1	100.0	100.0	99.9	100.1	99.9

B. Ratio of Jobs to Clients

Two kinds of information for specific time periods are needed to determine the Crude Competitive Ratios, (CCR) described in Section III: (a) the number of jobs available and (b) the number of job seekers. Such information is available for jobs and applicants registered with VSES offices, covering about 15%-20% of the total hiring transactions in Vermont. Thus, CCRs can be computed including jobs listed with DES but obviously not for all jobs available at any given time.

What follows is a description and illustration of the method and hypotheses to be tested when more complete jobs and job seeker data is available than is currently obtained.

The monthly statistics provided by the ESARS component of DES are processed by computing mean annual averages, a way of adjusting for monthly and seasonal variations. Thus, for 1972 DES reports that there are mean annual averages of 196,950 people in the working force and 12,900 unemployed workers.[1] Of the unemployed, 2,664 is assumed as the mean annual average number of workers who meet the eligibility requirements of SWP. The difference between the 12,900 total unemployed workers and the 2,664 SWP eligibles, that is 10,236, is assumed to be the mean annual average number of unemployed workers who are not eligible for SWP. At any one month, there is an average of 3.8 unemployed competitors for every SWP eligible (10,236 ÷ 2,664 = 3.8).

Job Bank vacancies yield a mean annual average of 3,645 jobs available. This is based upon data in APPENDIX A.

The equation on page 59 is modified to use mean annual averages in the following way:

$$\text{CCR} = \frac{\text{Mean average annual number of jobs available}}{\text{Mean average annual number of unemployed workers}}$$

This holds true where the mean average annual number of jobs available is the sum of jobs on hand at the beginning of each month and the number of new jobs added in the same. This result is divided by the number of months for which data is available (usually 12 but only 10 in this report), and the mean average annual number of unemployed workers in the Labor Force.

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[1] Unemployed workers are not the same as job seekers. Job seekers include both employed and unemployed workers.

For 1972: $\text{CCR} = \frac{3{,}645}{12{,}900} = 0.282$, or the chances are slightly better than one in four that an applicant will find work, other things being equal and within the opportunities and restraints of DES job and applicant registrations. This is an underestimate since not all available jobs are known.

Data from the 1970 Census is a basis for estimating educational attainment of the SWP eligible and other unemployed groups. Section II of this report includes educational requirements listed by employers for the Job Bank.

FIGURE 2 shows the CCRs for the educational levels used in that Section.[1]

1. There are about three chances in five that those with eight years of schooling or less, other things being equal, will find work. In other words, an average of 3,851 compete for 2,429 jobs which require no more than eight years of education.
2. Unemployed people who have had some high school education or graduated have about one chance in five of finding work which requires high school graduation or at least some high school. In other words, a mean annual average of 6,209 people compete for 1,036 jobs.
3. Those with at least some college have one chance in 20 of finding work requiring some college; that is, 2,837 people compete for 171 jobs.

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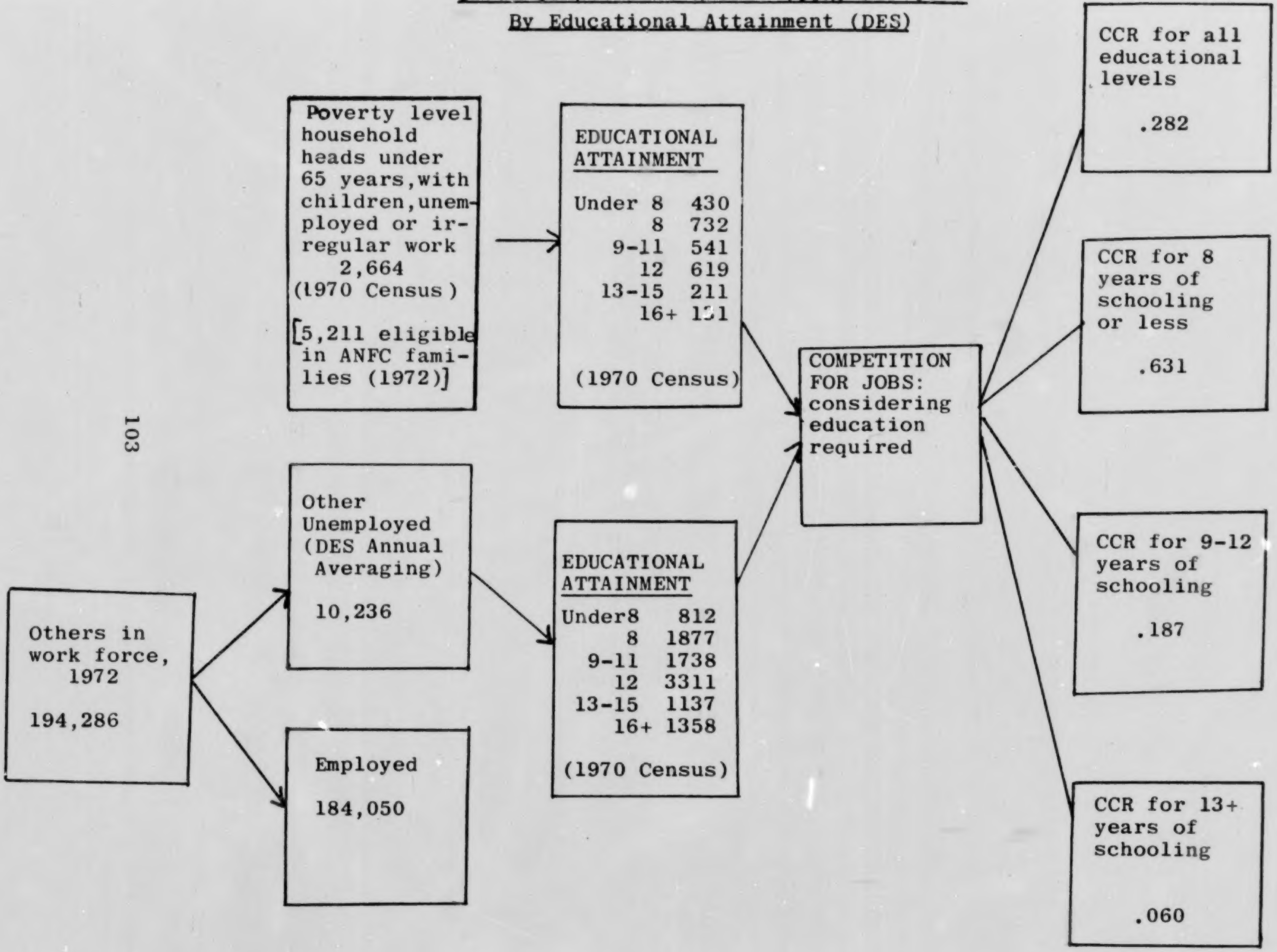
[1] Sociologically, the following classification is more desirable: under 8 years, 8 years, 9-11 years, 12 years, 13-15 years and 16 or more years.

Crude Competitive Ratios (CCR) For Jobs
By Educational Attainment (DES)


Others in work force, 1972
194,286
Other Unemployed (DES Annual Averaging)
10,236
Employed
184,050
Poverty level household heads under 65 years, with children, unemployed or irregular work
2,664
(1970 Census)
[5,211 eligible in ANFC families (1972)]
EDUCATIONAL ATTAINMENT
Under 8 430
8 732
9-11 541
12 619
13-15 211
16+ 131
(1970 Census)
EDUCATIONAL ATTAINMENT
Under8 812
8 1877
9-11 1738
12 3311
13-15 1137
16+ 1358
(1970 Census)
COMPETITION FOR JOBS: considering education required
CCR for all educational levels
.282
CCR for 8 years of schooling or less
.631
CCR for 9-12 years of schooling
.187
CCR for 13+ years of schooling
.060

C. Educational level

Obviously, the likelihood of finding work varies from one occupational field to another for the distribution of educational requirements varies. For example, 75% of the clerical and sales jobs require more than an eighth grade education compared to 17% of the service occupations. We can get some idea of the relative probability of finding work, other things being equal, by computing the CCR for each educational requirement in each occupational field. Again, we use mean annual averages and the formula on page 59. For these relative and hypothetical purposes we also assume that all job applicants with given educational attainments compete for jobs at the equivalent school requirement level in each occupational field. Since 75% of the job listings and 95% of SWP slots are in four occupational fields, CCRs are computed only for professional and technical, clerical and sales, service and structural kinds of work.

TABLE 19 shows the CCRs for each educational requirement in four occupational fields. Compared to a CCR of .282 for all educational levels required for all occupational fields, the hypothesized results are grim indeed. Thus,

1. There is a very low probability of success for job seekers when they meet minimal educational requirements for entry into the professional, technical and managerial class. For example, while there are 87 available positions at this level which require just eight years education, there are also 3,851 potential applicants who meet this requirement. Restated, there is one opening here for each 44 applicants.
2. At the other end of this scale is the likelihood of finding work in service occupations when the applicant has less than nine years schooling. The chance of finding work here is highest for all categories at one in four. (See TABLE 19 for all inclusive categories.)

There are several reasons why these CCRs understate the likelihood of finding work. There is no accurate count of all available jobs for specified time periods. There is no accurate count of all job seekers for specified time periods. Perhaps the most serious caveat is that there is not yet an effective information retrieval and analysis system for processing data once it is collected. ESARS is moving in this direction, of course, and one wishes them God-speed.

TABLE 19

CCR By Educational Requirements

In Four Occupational Fields

Occupational field and educational requirements	Jobs Available (3636)	Applicants	CCR	Rank Order
0-1 Professional, Technical, Managerial	335			
8 or less	87	3851	.023	7
9-12	116	6209	.019	8
13+	132	2837	.047	5
2 Clerical and Sales	733			
8 or less	184	3851	.048	4
9-12	517	6209	.083	3
13+	32	2837	.011	10
3 Service	1149			
8 or less	956	3851	.248	1
9-12	191	6209	.031	6
13+	2	2837	*	
8 Structural work	463			
8 or less	385	3851	.100	2
9-12	78	6209	.013	9
13+	0			

* = less than .001

These are hypotheses which need further study. There are other caveats. The availability of work does not mean that jobs are in communities where the unemployed live. Other reports produced by the Vermont E&D project stress that job availability does not imply remuneration sufficient to leave (a) welfare rolls or (b) one community to seek work in another.

Economic disincentives are thoroughly discussed and summarized on pages 79,80 in Section III of this report. When CCRs are considered in relation to disincentive problems, the remedial task looms even larger. Average likelihood of success occurs only in service occupations, consistent with the following observation:

> Most of the jobs for which (ANFC/SWP) clients tend to become qualified are in occupational categories where annual incomes (even generously assuming uninterrupted yearly employment) fall short of ANFC recipients' support under public support programs. (Page 41, Section III.)

More concretely, service occupations listed in VSES yield an average of $4,243 annually for 52, 40 hour weeks. Machine trades carry the highest annual average at $5,000. It would take two family members, employed in Machine trades every week in the year, to yield an annual income close to the average (over $10,000) for other families in Vermont.

D. What About Skill Levels?

The absence of skill levels in the Job Bank analysis was noted earlier in this chapter. DES provided full six digit classifications for SWP trainees and APPENDIX P summarizes these data for four occupational fields. It surprises no one that those in service occupations seldom train for positions which initially require skills in dealing with data, people and things. Clerical and sales trainee slots train for intermediate skills in dealing with data but not in dealing with people and things. Trainees for professional, technical and managerial fields involve intermediate or advanced skills in dealing with data and people but not with things. As expected, structural work trainees involve slots at various skill levels in dealing with things with slight emphasis upon data and people.

We stress again that SWP is not a skill training program. Rather, it aims to remove non-skill barriers to employability. Some clients are, of course, transferred from SWP to skill training programs.

Unfortunately, it is not feasible now to relate educational requirements to skill levels, and to experience requirements, within occupational fields. Future studies of job availability, and competition for them, must somehow be able to match these data.

E. Experience

Experience not only provides vocational training and the acquisition of skills. Experience can also be a testing out of the compatability between aptitudes, interests and temperaments on the one hand and, on the other, specific kinds of work. Such work experience also indicates to an employer that the job applicant is already familiar with physical demands and work conditions.

Section II of this report contains detailed information about the experience requirements of positions listed in the Job Bank together with differences in those requirements for both the public and private sectors of the economy. In general more experience is required by the public sector, compared with positions listed by profit-making organizations, for professional, technical and managerial jobs. The difference between the public and private sectors is less pronounced in service, clerical and sales fields of work. The following comments concern the public sector since this is where SWP training occurred.

Sixty-two percent (62%) of the professional, technical, and managerial fields of work either required no previous work experience or no requirements were stated. Another 18% of these jobs asked for previous experience up to one year while 20% of the jobs required more than one year's experience.

For clerical and sales occupational fields, 34% of the employers listed no work experience and 50% indicated prior work experience up to one year. Sixteen percent (16%) of the employers require more than one year.

In the service fields, 51% of the employers listed no experience requirements, 30% required up to one year and 18% expected more than one year of previous experience.

In view of these experience requirements, the hypothetical CCRs would be revised if data were available to do so. We emphasize that these are still hypotheses which need further, more systematic investigation because of the many limitations and assumptions in both Section II and here.

We cannot close this discussion of education and experience requirements without two other comments. First, there is widespread feeling that people with less than eight years schooling are in need of Basic Education to bring them to this level. And that those with less than high school graduation are in need of further study to earn a high school equivalency certificate. If for no other reason, such accomplishments widen the range of occupational choices per employee's requirements. Second, job vacancies with low education and experience requirements are often simple and can be learned after a short demonstration or explanation of what is to be done. As the Dictionary of Occupational Titles says of low skill occupations:

> Personal Characteristics often play a significant part. An employer usually will have much latitude in engaging people because of the nature of the work and the fact that many applicants can qualify for it. He (employer) frequently will be influenced by an applicant's record of reliability, honesty and industry. These factors are also taken into consideration when it is decided who will receive training in more complex work and who will be promoted.

For many clients at least, SWP may well be a first step into a better work world with opportunities to increase skills and income. Staff follow-up in the first few months after completing SWP is the first step. Completers will have learned more of the middle class views of work held by employers, of the importance of working with others, of relationships with foremen and supervisors and, perhaps, something of how to summarize past work experience in ways that will influence employers to hire them.

But what of those one-third of the clients who have not completed the program (as of March 9, 1973)? Have those 94 clients who "terminated for good cause" finished their own occupational plans and goals to enable them to take the first step and give them the capability for taking subsequent ones? And what about the 122 clients who "terminated without good cause", have they somehow learned enough to take the first step? Or are they still not equipped with a working life style to enable them to successfully compete in the labor market?

F. What of ANFC Families?

For comparative purposes, FIGURE 2 lists the total number of ANFC families in 1972. The 5,211 eligibles from ANFC families are almost twice the number (2,664) of estimated household heads with children who are under 65 years of age and who are either unemployed or have irregular work histories. What accounts for the excess of about 2,500 ANFC families over the estimated number of SWP- eligible household heads? The excess could be explained as an artifact of the crude way in which estimates are made. It is possible that a large number of ANFC family heads do not meet all of the eligibility criteria for participation in SWP. Of course, another explanation is that one ANFC family often has more than one member eligible for SWP training. These questions cannot be answered even approximately with the data at hand. No CCRs are computed for ANFC families.

G. Barriers to Employment and Services

Insufficient educational attainment and non-competitive work experience are not the only barriers to employment. Pages 69,70 summarize employability problems indentified by the Booz-Allen Report and interpretations of data provided by DES. The barriers to employment involve attitudes toward work and the degree of satisfaction with it. These barriers are usually multiple rather than single, and are a combination of such problems as home responsibilities, transportation, lack of skill, insufficient education, health problems, deficient work orientation, inappropriate emotional or psychological attributes and poor appearance or hygiene. If not modified or ameliorated, these barriers can lessen the likelihood of finding work.

The SWP aimed to diminish and alleviate barriers, thus to increase the likelihood of finding work. Pages 91-95 discuss the provision of these services but remember that data were insufficiently organized for the present purpose. Tentatively, we suggested (Page 92) that there were sometimes such unsolved problems as transportation, housing, emergency funds and services, child care, family counseling, and health and medical services.

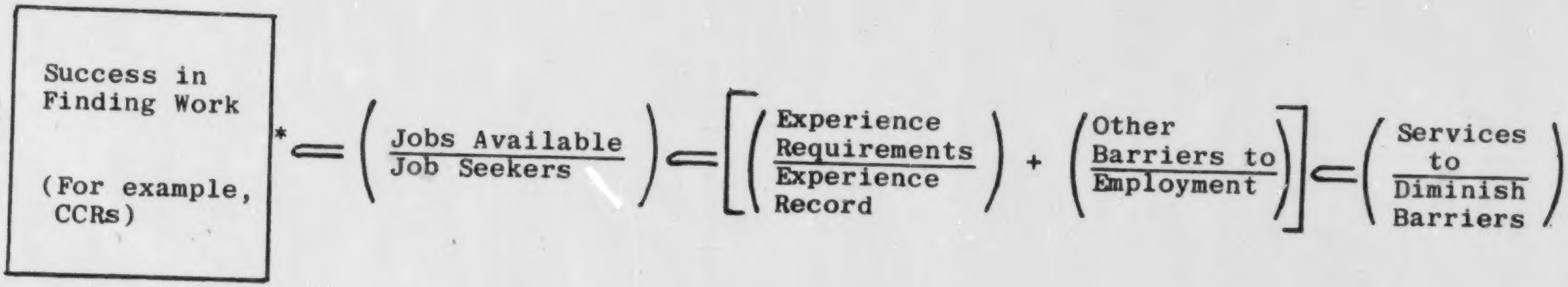
H. A Simple Model

Ideally, we need a quantifiable way of stating the likelihood of getting work, something like the CCRs developed for this report. Then it would be helpful to determine statistical factors to represent employment barriers and services needed and provided to eliminate them - these factors stated in such a way as to modify CCRs. FIGURE 3 is a general, simple model. Numerical expression becomes less precise as the equation moves from left to right. Some fortunate day we may be able to develop the equation with numbers.

In summary, we have answered the question, Are the jobs there?, by simply saying "No". The root question is, "What are the probabilities of finding work?" And the answer to this is "slight likelihood" except in service occupations where there are strong economic disincentives. Barriers to employment increase unlikelihood, compared to others in the unemployed work force. Services tend to diminish barriers but there is no way to assess the extent of increased likelihood of finding work. We have, perhaps, taken a step along the way toward understanding the complexities of helping the disadvantaged unemployed to compete on the labor market.

FIGURE 3

Simple Model Indicating Factors In Estimating Likelihood of Finding Work


Success in Finding Work
(For example, CCRs)
*
Jobs Available
Job Seekers
Experience Requirements
Experience Record
+
Other Barriers to Employment
Services to Diminish Barriers

* ⊂ = relationship between data in parentheses or brackets.

APPENDIXES

APPENDIX A

HYPOTHESIZED RATIO OF JOBS TO SEEKERS, VERMONT STATE EMPLOYMENT SERVICE, JULY 1972 - APRIL 1973

Month	Jobs Available *			Job Seekers **	Competitive Ratio ***
	Beginning of Month	Received During Month	Total in Month		
July 1972	1635	2099	3734	19,339	0.193
August	2061	2714	4775	18,863	0.253
September	2529	2240	4769	19,014	0.251
October	2443	1896	4339	19,222	0.226
November	2426	1603	4029	20,254	0.199
December	1363	1340	2703	21,399	0.126
January 1973	1391	1723	3114	21,958	0.142
February	1173	1453	2626	22,170	0.118
March	1180	1795	2975	22,703	0.131
April	1387	2000	3387	21,746	0.156

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*Employment Service Automated Reporting System (ESARS) TABLE 07

**Employment Service Automated Reporting System (ESARS) TABLE 01

***Ratio of available jobs per seeker

APPENDIX B

NUMBER AND PERCENT OF MEN WITH BARRIERS TO EMPLOYMENT PRIOR TO PARTICIPATION IN VERMONT E&D MANPOWER PILOT PROGRAM, 1972.

Barriers to Employment	Pre-Project		Post-Project					
			Completed		Term. w/Cause		Term. w/out Cause	
	No.	%	No.	%	No.	%	No.	%
Family Responsibilities								
Main Problem only	0	0	0	0	0	0	2	7.1
Main Problem with Health	0	0	0	0	0	0	0	0
Main Problem with Others	0	0	0	0	0	0	0	0
Subtotal	0	0	0	0	0	0	2	7.1
Health (Incl. Handicap)								
Main Problem only	5	11.4	6*	24.0	2	18.2	1	3.6
Main Problem with Family	0	0	1	4.0	0	0	1	3.6
Main Problem with Others	2	4.5	1	4.0	0	0	3	10.7
Subtotal	7	15.9	8	32.0	2	18.2	5	17.9
Couldn't Find Work								
Main Problem only	4	9.1	3	12.0	1	9.1	1	3.6
Main Problem with Family	0	0	0	0	0	0	0	0
Main Problem with Health	0	0	0	0	0	0	0	0
Main Problem with Others	9	20.5	3	12.0	0	0	3	10.7
Subtotal	13	29.6	6	24.0	1	9.1	4	14.3
Other Specified								
Main Problem only	8	18.2	4	16.0	4	36.4	4	14.3
Main Problem with Family	2	4.5	0	0	0	0	0	0
Main Problem with Health	2	4.5	0	0	0	0	0	0
Main Problem w/other Specified	7	15.9	1	4.0	1	9.1	10	35.7
Main Problem w/other not spec.	1	2.3	0	0	0	0	0	0
Subtotal	20	45.4	5	20.0	5	45.5	14	50.0
Other Not Specified								
Main Problem only	1	2.3	4	16.0	1	9.1	0	0
Main Problem with Family	0	0	0	0	0	0	0	0
Main Problem with Health	2	4.5	0	0	0	0	0	0
Main Problem w/other Specified	1	2.3	2	8.0	2	18.2	3	10.7
Main Problem w/other not spec.	0	0	0	0	0	0	0	0
Subtotal	4	9.1	6	24.0	3	27.3	3	10.7
Total	44	99.9	25	100.0	11	100.1	28	100.0
Not applicable	7	-	1	-	0	-	0	-

*Includes two clients who mentioned two health problems as barriers to employment.

APPENDIX C

NUMBER AND PERCENT (%) OF WOMEN WITH BARRIERS TO EMPLOYMENT PRIOR TO PARTICIPATION IN VERMONT E&D MANPOWER PILOT PROGRAM, 1972.

Barriers to Employment	Pre-Project		Post-Project					
			Completed		Term. w/cause		Term.w/o Cause	
	No.	%	No.	%	No.	%	No.	%
Family Responsibilities								
Main Problem only	25	33.3	3	13.0	2	11.1	3	13.6
Main Problem with Health	4	5.3	1	4.3	0	0	0	0
Main Problem with Others	7	9.3	5	21.7	5	27.8	1	4.5
Subtotal	36	48.0	9	39.1	7	38.9	4	18.2
Health (Incl. Handicap)								
Main Problem only	2	2.7	2	8.7	1	5.6	2	9.1
Main Problem with Family	2	2.7	1	4.3	3	16.7	0	0
Main Problem with Others	2	2.7	1	4.3	0	0	0	0
Subtotal	6	8.0	4	17.4	4	22.2	2	9.1
Couldn't Find Work								
Main Problem only	3	4.0	0	0	2	11.1	0	0
Main Problem with Family	0	0	0	0	0	0	1	4.5
Main Problem with Health	0	0	1	4.3	0	0	0	0
Main Problem with Others	3	4.0	1	4.3	0	0	1	4.5
Subtotal	6	8.0	2	8.7	2	11.1	2	9.1
Other Specified								
Main Problem only	9	12.0	0	0	1	5.6	2	9.1
Main Problem with Family	1	1.3	3	13.0	0	0	2	9.1
Main Problem with Health	0	0	0	0	1	5.6	1	4.5
Main Problem w/other Specified	9	12.0	2	8.7	1	5.6	3	13.6
Main Problem w/other not Spec.	0	0	1	4.3	1	5.6	0	0
Subtotal	19	25.3	6	26.1	4	22.2	8	36.4
Other Not Specified								
Main Problem only	4	5.3	0	0	0	0	2	9.1
Main Problem with Family	1	1.3	2	8.7	1	5.6	3	13.6
Main Problem with Health	0	0	0	0	0	0	0	0
Main Problem w/other Specified	3	4.0	0	0	0	0	1	4.5
Main Problem w/other not. Spec.	0	0	0	0	0	0	0	0
Subtotal	8	10.7	2	8.7	1	5.6	6	27.3
Total	75	100.0	23	100.0	18	100.0	22	100.1
Not Applicable	3	-	1	-	0	-	0	-

APPENDIX D

COACHES' AND COUNSELORS' PERCEPTIONS OF CLIENTS' BARRIERS TO EMPLOYMENT

Employment Barriers	Coaches (N=117)		Counselors (N-130)	
	No.	%*	No.	%*
01. Transportation	41	35.0	58	44.6
02. Child Care	33	28.2	41	31.5
03. Lack of Work Orientation	21	18.0	30	23.1
04. Lack of Skill or Training	39	33.3	35	26.9
05. Lack of Education (Illiteracy)	30	25.6	41	31.5
06. Retardation or Low I.Q.	7	6.0	14	10.8
07. Lack of Motivation and Poor Attitude	10	8.6	17	13.1
08. Police or Criminal Record	5	4.3	8	6.2
09. Poor Housing	4	3.4	6	4.6
10. Poor Appearance	18	15.4	21	16.2
11. Alcoholism	9	7.7	10	7.7
12. Drug Addiction	1	0.9	4	3.1
13. Emotional/Psychological Problem	21	18.0	33	25.4
14. Health Problems	21	18.0	45	34.6
15. Age (Too old, Too young)	7	6.0	7	5.4
16. Family Problems and Responsibilities	14	12.0	27	20.8
17. Economic Problems	2	1.7	-	-
18. Welfare Mentality	2	1.7	3	2.3
19. Welfare Payments	2	1.7	1	0.8
20. Lack of Confidence	0	0	8	6.2
77. No Barriers	10	8.6	6	4.2
80. Other (Not Specified)	12	10.3	18	13.9
99. Don't know	14	12.0	-	-

*Totals add to more than 100% since more than one barrier is mentioned.

APPENDIX E

ITEMS INCLUDED IN THE INDEX OF WORK ORIENTATION FOR CLIENTS, COUNSELORS AND COACHES

Category	Clients	Counselors and Coaches
A	16. Lack of experience	03. Lack of Work Orientation (lack of experience, poor work habits, erratic work history, rural mentality)
B	14. Don't want to work	07. Lack of Motivation and Poor Attitude
C	05. Lack of Education	04. Lack of Skill
	09. Lacking References	05. Lack of Training
	12. Union Problems	
	13. Lack of Tools, Licenses, Certificates	
	15. Lack of Skill	
	18. Non-saleable Skill	
	20. Seasonal Skill	

APPENDIX F

ITEMS INCLUDED IN THE INDEX OF PERSONAL/FAMILY PROBLEMS FOR CLIENTS, COUNSELORS AND COACHES

Category	Clients	Counselors and Coaches
A	01. Family Responsibilities	02. Child Care 16. Family Problems or Responsibilities
B	02. Health Problems 03. Handicapped	14. Health Problems or Handicapped
C	06. Retired or thinks too old 17. Available jobs don't pay enough	09. Poor Housing 10. Poor Appearance and/or Hygiene 13. Emotional, Psychological Problems 17. Economic Problems 18. Welfare Mentality 19. Welfare Payments 20. Lack of Confidence

APPENDIX G

ITEMS INCLUDED IN THE INDEX OF OTHER BARRIERS FOR CLIENTS, COUNSELORS AND COACHES

Clients	Counselors and Coaches
04. Transportation	01. Transportation
08. Employers think too old	06. Retardation/low I.Q.
10. Police Record	08. Police or Criminal Record
11. Addiction (Alcohol, Drugs)	11. Alcoholism
19. Going to School	12. Drug Addiction
21. Laid off	15. Age
28. Other	80. Other

APPENDIX H

CONSTRUCTION OF INDEXES, INDEX VALUES AND NUMBERS AND PERCENTS OF MEN FOR EACH INDEX VALUE, BARRIERS TO EMPLOYABILITY PRIOR TO ENTERING DES TRAINING PROGRAM, VERMONT, 1972.

		Client Status			
Index and Category	Index Values	Pre-Project (File 8, Card 3, Columns 28-35)		Post-Project (File 7, Card 1, Columns 18-25)	
		No.	%	No.	%
WORK ORIENTATION*					
A	All 3 categories = 4	0	0	0	0
B	2 of 3 categories = 3	3	5.9	1	1.5
C	1 of 3 categories = 2	16	31.4	19	29.2
	None = 1	32	62.8	45	69.2
TOTAL		51	100.1	65	99.9
PERSONAL/FAMILY					
A	All 3 categories = 4	0	0	0	0
B	2 of 3 categories = 3	2	3.9	2	3.1
C	1 of 3 categories = 2	17	33.3	18	27.7
	None = 1	32	62.8	45	69.2
TOTAL		51	100.0	65	100.0
LOOKED BUT COULD NOT FIND WORK					
	Yes = 2	23	45.1	20	30.8
	No = 1	28	54.9	45	69.2
TOTAL		51	100.0	65	100.0
RESIDUAL/OTHER INDEX 8 ITEMS	Any 3 items (or more) = 4	0	0	1	1.5
	Any 2 items = 3	2	3.9	5	7.7
	Any 1 item = 2	18	35.3	27	41.5
	No items = 1	31	60.8	32	49.2
TOTAL		51	100.0	65	99.9

*There were no mentions of lack of references; union problems; or lack of tools, licenses or special certificates. No clients said they were retired or thought themselves too old.

APPENDIX I

CONSTRUCTION OF INDEXES, INDEX VALUES AND NUMBERS AND PERCENTS OF WOMEN FOR EACH INDEX VALUE, BARRIERS TO EMPLOYABILITY PRIOR TO ENTERING DES TRAINING PROGRAM, VERMONT, 1972.

Index and Category	Index Values	Client Status			
		Pre-Project (File 8, Card 3, Columns 28-35)		Post-Project (File 7, Card 1, Columns 18-25)	
		No.	%	No.	%
WORK ORIENTATION*					
A	All 3 categories = 4	0	0	0	0
B	2 of 3 categories = 3	6	7.7	5	7.8
C	1 of 3 categories = 2	15	19.2	18	28.1
	None = 1	57	73.1	41	64.1
TOTAL		78	100.0	64	100.0
PERSONAL/FAMILY					
A	All 3 categories = 4	0	0	0	0
B	2 of 3 categories = 3	6	7.7	6	9.4
C	1 of 3 categories = 2	40	51.3	40	62.5
	None	32	41.0	18	28.1
TOTAL		78	99.9	64	100.0
LOOKED BUT COULD NOT FIND WORK					
	Yes = 2	9	11.5	11	17.2
	No = 1	69	88.5	53	82.8
TOTAL		78	99.9	64	100.0
RESIDUAL OTHER INDEX 8 ITEMS					
	Any 3 items (or more) = 4	0	0	0	0
	Any 2 items = 3	3	3.9	6	9.4
	Any 1 item = 2	26	33.3	22	34.4
	None = 1	49	62.8	36	56.3
TOTAL		78	100.0	64	100.1

*There were no mentions of lack of references; union problems; or lack of tools, licenses or special certificates. No clients said they were retired or thought themselves too old.

APPENDIX J

CONSTRUCTION OF INDEXES, INDEX VALUES AND NUMBERS AND PERCENTS OF MEN AND WOMEN FOR EACH INDEX VALUE, BARRIERS TO EMPLOYABILITY PRIOR TO ENTERING DES TRAINING PROGRAM, VERMONT, 1972.

Index and Category	Index Values	Pre-Project (File 8, Card 3, Columns 28-35)		Post-Project (File 7, Card 1, Columns 18-25)	
		No.	%	No.	%
WORK ORIENTATION*					
A	All 3 categories = 4	0	0	0	0
B	2 of 3 categories = 3	9	7.0	6	4.7
C	1 of 3 categories = 2	31	24.0	37	28.7
	None = 1	89	69.0	86	66.7
TOTAL		129	100.0	129	100.1
PERSONAL/FAMILY					
A	All 3 categories = 4	0	0	0	0
B	2 of 3 categories = 3	8	6.2	8	6.2
C	1 of 3 categories = 2	57	44.2	58	45.0
	None = 1	64	49.6	63	48.8
TOTAL		129	100.0	129	100.0
LOOKED BUT COULD NOT FIND WORK					
	Yes = 2	32	24.8	31	24.0
	No = 1	97	75.2	98	76.0
TOTAL		129	100.0	129	100.0
RESIDUAL OTHER INDEX 8 ITEMS					
	Any 3 items (or more) = 4	0	0	1	.8
	Any 2 items = 3	5	3.9	11	8.5
	Any 1 item = 2	44	34.1	49	38.0
	None = 1	80	62.0	68	52.7
TOTAL		129	100.0	129	100.0

* There were no mentions of lack of references; union problems; or lack of tools, licenses or special certificates. No clients said they were retired or thought themselves too old.

APPENDIX K

BARRIERS TO EMPLOYMENT OF MALE COMPLETERS PRIOR TO ENTERING DES EXPERIMENTAL AND DEMONSTRATION MANPOWER TRAINING PROGRAM AS PERCEIVED BY CLIENTS, COUNSELORS AND COACHES, 1972.

Project Completion Status and Barriers to Employment	Post-Project Clients					
	Clients		Counselors		Coaches	
	No.	%	No.	%	No.	%
COMPLETED PROGRAM						
Work Orientation (WO) Index						
4 (high)*	0	0	0	0	1	4.2
3	0	0	5	19.2	2	8.3
2	5	19.2	10	38.5	11	45.8
1 (low)*	21	80.8	11	42.3	10	41.7
Total	26	100.0	26	100.0	24	100.0
Personal/Family (PF) Index						
4 (high)*	0	0	0	0	1	4.2
3	1	3.9	5	19.2	3	12.5
2	8	30.8	12	46.2	11	45.8
1 (low)*	17	65.4	9	34.6	9	37.5
Total	26	100.1	26	100.0	24	100.0
Looked, but Could Not Find Work**						
2 (Yes)	9	34.6	**	**	**	**
1 (No)	17	65.4	**	**	**	**
Total	26	100.0	**	**	**	**
Residual Other (RO) Index						
4 (high)*	0	0	0	0	1	4.2
3	1	3.9	4	15.4	0	0
2	10	38.5	8	30.8	7	29.2
1 (low)*	15	57.7	14	53.9	16	66.7
Total	26	100.1	26	100.1	24	100.1

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*"High" scores (APPENDIXES K - N) on the Indexes refer to a large number of barriers while "low" scores indicate no barriers.

**Counselors and coaches (APPENDIXES K - N) did not mention as a barrier, "Looked, but could not find work".

APPENDIX L

BARRIERS TO EMPLOYMENT OF FEMALE COMPLETERS PRIOR TO ENTERING DES EXPERIMENTAL AND DEMONSTRATION MANPOWER TRAINING PROGRAM AS PERCEIVED BY CLIENTS, COUNSELORS AND COACHES, 1972

Project Completion Status and Barriers to Employment	Post-Project Clients					
	Clients		Counselors		Coaches	
	No.	%	No.	%	No.	%
COMPLETED PROGRAM						
Work Orientation (WO) Index						
4 (high)*	0	0	0	0	0	0
3	2	8.3	2	8.3	1	4.8
2	7	29.2	11	45.8	8	38.1
1 (low)*	15	62.5	11	45.8	12	57.1
Total	24	100.0	24	99.9	21	100.1
Personal/Family (PF) Index						
4 (high)*	0	0	1	4.2	0	0
3	3	12.5	8	33.3	8	38.1
2	17	70.8	12	50.0	6	28.6
1 (low)*	4	16.7	3	12.5	7	33.3
Total	24	100.0	24	100.0	21	100.0
Looked, but Could Not Find Work**						
2 (yes)	3	12.5	**	**	**	**
1 (no)	21	87.5	**	**	**	**
Total	24	100.0	**	**	**	**
Residual Other (RO) Index						
4 (high)*	0	0	0	0	0	0
3	2	8.3	1	4.2	0	0
2	8	33.3	11	45.8	7	33.3
1 (low)*	14	58.3	12	50.0	14	66.7
Total	24	99.9	24	100.0	21	100.0

APPENDIX M

BARRIERS TO EMPLOYMENT OF MEN TERMINATING WITHOUT GOOD CAUSE, PRIOR TO ENTERING DES EXPERIMENTAL AND DEMONSTRATION MANPOWER TRAINING PROGRAM AS PERCEIVED BY CLIENTS, COUNSELORS AND COACHES, 1972

Project Completion Status and Barriers to Employment	Post-Project Clients					
	Clients		Counselors		Coaches	
	No.	%	No.	%	No.	%
TERMINATED WITHOUT GOOD CAUSE						
Work Orientation (WO) Index						
4 (high)*	0	0	1	3.6	1	4.0
3	0	0	4	14.3	4	16.0
2	11	39.3	11	39.3	12	48.0
1 (low)*	17	60.7	12	42.9	8	32.0
Total	28	100.0	28	100.1	25	100.0
Personal/Family (PF) Index						
4 (High)*	0	0	2	7.1	0	0
3	1	3.6	6	21.4	2	8.0
2	8	28.6	12	42.9	4	16.0
1 (low)*	19	67.9	8	28.6	19	76.0
Total	28	100.1	28	100.0	25	100.0
Looked, but Could Not Find Work **						
2 (Yes)	10	35.7	**	**	**	**
1 (No)	18	64.3	**	**	**	**
Total	28	100.0	**	**	**	**
Residual Other (RO) Index						
4 (high)*	1	3.6	3	10.7	1	4.0
3	3	10.7	12	42.9	6	24.0
2	12	42.9	6	21.4	7	28.0
1 (low)*	12	42.9	7	25.0	11	44.0
Total	28	100.1	28	100.0	25	100.0

APPENDIX N

BARRIERS TO EMPLOYMENT OF WOMEN TERMINATING WITHOUT GOOD CAUSE PRIOR TO ENTERING DES EXPERIMENTAL AND DEMONSTRATION MANPOWER TRAINING PROGRAM AS PERCEIVED BY CLIENTS, COUNSELORS AND COACHES, 1972

Project Completion Status and Barriers to Employment	Post-Project Clients					
	Clients		Counselors		Coaches	
	No.	%	No.	%	No.	%
TERMINATED WITHOUT GOOD CAUSE						
Work Orientation (WO) Index						
4 (high)*	0	0	0	0	0	0
3	2	9.1	6	27.3	3	15.0
2	7	31.8	4	18.2	6	30.0
1 (low)*	13	59.1	12	54.6	11	55.0
Total	22	100.0	22	100.1	20	100.0
Personal/Family (PF) Index						
4 (high)*	0	0	1	4.6	1	5.0
3	0	0	7	31.8	3	15.0
2	13	59.1	11	50.0	10	50.0
1 (low)*	9	40.9	3	13.6	6	30.0
Total	22	100.0	22	100.0	20	100.0
Looked, but Could Not Find Work**						
2 (yes)	4	18.2	**	**	**	**
1 (no)	18	81.8	**	**	**	**
Total	22	100.0	**	**	**	**
Residual Other (RO) Index						
4 (high)*	0	0	0	0	0	0
3	2	9.1	4	18.2	0	0
2	8	36.4	7	31.8	9	45.0
1 (low)*	12	54.6	11	50.0	11	55.0
Total	22	100.1	22	100.0	20	100.0

APPENDIX O

TYPES OF WORK AVAILABLE AND DONE BY PRE- AND POST-PROJECT CLIENTS

DOT Codes	Occupational Divisions (Table 2)	Job Bank List (10 or more jobs)		Pre-Project				Post-Project	
				Last Job		Highest Paid Job		Job before E&D	
		No.	%	No.	%	No.	%	No.	%
	PROFESSIONAL, TECHNICAL, MANAGERIAL								
00-009)	Architecture and	112	2.2	0	0	0	0	13	10.0
01)	Engineering	0	0	0	0	1	0.8		0.8
02	Math and Phys. Sci.	0	0	1	0.8	1	0.8	0	0
03)	(Not used in DOT)	0	0	0	0	0	0	1	0.8
06)		0	0	0	0	1	0.8	0	0
07	Medicine and Health	137	2.7	1	0.8	1	0.8	1	0.8
08	(Not used in DOT)	0	0	0	0	2	1.6	0	0
09	Education	0	0	7	5.4	5	3.9	2	1.5
14	Art	0	0	1	0.8	2	1.6	0	0
15	Entertainment, Recreation	37	0.7	0	0	0	0	0	0
16	Administrative Spec.	39	0.8	0	0	1	0.8	1	0.8
18	Managers, Officials n.e.c.	105	2.1	0	0	0	0	1	0.8
19	Miscellaneous	20	0.4	6	4.7	7	5.4	2	1.5
	Other	44	0.9						
Sub-total		494	9.8	16	12.4	21	16.3	22	16.9
	CLERICAL AND SALES								
20	Steno, typing, filing	238	4.7	7	5.4	6	4.7	8	6.2
21	Computing, records	188	3.7	1	0.8	0	0	5	3.9
22	Wholesale, records	47	0.9	1	0.8	1	0.8	2	1.5
23	Communications	43	0.9	0	0	0	0	2	1.5
25	Salespersons, services	137	2.7	1	0.8	0	0	1	0.8
26)	Salespersons,	0	0	0	0	0	0	1	0.8
27)	commodities	204	4.0	0	0	1	0.8	0	0
28)		0	0	1	0.8	1	0.8	1	0.8
29	Merchandising (not sales)	85	1.7	11	8.5	5	3.9	3	2.3
	Other (24)	65	1.3	0	0	0	0	0	0
Sub-total		1007	19.9	22	17.1	14	10.9	23	17.7

APPENDIX O (Cont'd)

TYPES OF WORK AVAILABLE AND DONE BY PRE- AND POST-PROJECT CLIENTS

DOT Codes	Occupational Divisions (Table 2)	Job Bank List (10 or more jobs)		Pre-Project				Post-Project	
				Last Job		Highest Paid Job		Job before E&D	
		No.	%	No.	%	No.	%	No.	%
	SERVICE								
30	Domestic	141	2.8	7	5.4	5	3.9	0	0
31	Foods, Beverages	958	18.9	21	16.3	20	15.5	19	14.6
32	Lodging, etc.	159	3.1	7	5.4	6	4.7	3	2.3
33	Barber, Cosmetology	18	0.4	0	0	1	0.8	0	0
34	Amuse., Recreation	0	0	0	0	0	0	3	2.3
35	Misc. Personal	91	1.8	4	3.1	4	3.1	6	4.6
36	Apparel, Furnishing	33	0.7	3	2.3	5	3.9	0	0
37	Protection	86	1.7	1	0.8	1	0.8	2	1.5
38	Building, etc.	108	2.1	2	1.6	3	2.3	6	4.6
	Other	4	0.1	0	0	0	0	0	0
Sub-total		1598	31.6	45	34.9	45	34.9	39	30.0
	FARMING, FORESTRY								
40	Plants	59	1.2	3	2.3	2	1.6	3	2.3
41	Animal	95	1.9	0	0	0	0	0	0
42	Miscellaneous Farm	24	0.5	0	0	0	0	1	0.8
43	Fishery	0	0	0	0	1	0.8	0	0
	Other	3	0.1	0	0	0	0	0	0
Sub-total		181	3.6	3	2.3	3	2.3	4	3.1
	PROCESSING								
51	Ore, Foundry	0	0	1	0.8	1	0.8	0	0
52	Food Processing	32	0.6	0	0	0	0	0	0
53	Paper Processing	0	0	1	0.8	1	0.8	0	0
55	Chemicals	37	0.7	0	0	0	0	0	0
56	Wood Processing	0	0	0	0	0	0	1	0.8
57	Stone, Clay, etc.	0	0	0	0	1	0.8	0	0
	Other	34	0.7	0	0	0	0	0	0
Sub-total		103	2.0	2	1.6	3	2.3	1	0.8

APPENDIX O (Cont'd)

TYPES OF WORK AVAILABLE AND DONE BY PRE- AND POST-PROJECT CLIENTS

DOT Codes	Occupational Divisions (Table 2)	Job Bank List (10 or more jobs)		Pre-Project				Post-Project	
				Last Job		Highest Paid Job		Job before E&D	
		No.	%	No.	%	No.	%	No.	%
	MACHINE TRADES								
60	Metal Machining	127	2.5	0	0	0	0	1	0.8
61	Metal Working	13	0.3	0	0	0	0	0	0
62)	Mechanics and	150	3.0	4	3.1	3	2.3	3	2.3
63)	Repairmen			4	3.1	3	2.3	1	0.8
64	Paperworking	11	0.2	0	0	0	0	0	0
65	Printing	21	0.4	1	0.8	2	1.6	0	0
66	Wood Machining	59	1.2	0	0	0	0	1	0.8
68	Textile Working	54	1.1	0	0	0	0	0	0
	Other	7	0.1	0	0	0	0	0	0
Sub-total		442	8.7	9	7.0	8	6.2	6	4.6
	BENCH WORK								
70	Metals	18	0.4	0	0	0	0	1	0.8
71	Scientific Equipment	22	0.4	0	0	0	0	0	0
72	Electrical Equipment	45	0.9	0	0	0	0	1	0.8
73	Assorted Materials	29	0.6	0	0	0	0	0	0
74	Painting, Decorating	18	0.4	0	0	0	0	0	0
76	Wood Products	47	0.9	0	0	1	0.8	2	1.5
78	Textile, Leather	71	1.4	0	0	0	0	2	1.5
	Other	7	0.1	0	0	0	0	0	0
Sub-total		257	5.1	0	0	1	0.8	6	4.6
	STRUCTURAL WORK								
80	Metal Fabricating	57	1.1	0	0	1	0.8	0	0
81	Welders, etc.	13	0.3	0	0	0	0	0	0
82	Electric Assembly, Rep.	86	1.7	3	2.3	1	0.8	1	0.8
83	(not used in DOT)	0	0	0	0	1	0.8	0	0
84	Painting, Plastering etc.	60	1.2	1	0.8	3	2.3	3	2.3
85	Excavating, Grading etc.	37	0.7	0	0	0	0	1	0.8
86	Construction, n.e.c.	360	7.1	7	5.4	7	5.4	13	10.0
89	Structural Work, n.e.c.	31	0.6	0	0	0	0	1	0.8
Sub-total		644	12.7	11	8.5	13	10.1	19	14.6

APPENDIX O (Cont'd)

TYPES OF WORK AVAILABLE AND DONE BY PRE- AND POST-PROJECT CLIENTS

DOT Codes	Occupational Divisions (Table 2)	Job Bank List (10 or more jobs)		Pre-Project				Post-Project Job before E&D	
				Last Job		Highest Paid Job			
		No.	%	No.	%	No.	%	No.	%
	MISCELLANEOUS								
90	Motor Freight	73	1.4	4	3.1	5	3.9	4	3.1
91	Transportation, n.e.c.	62	1.2	1	0.8	0	0	0	0
92	Packaging, Handling	85	1.7	0	0	0	0	5	3.9
93	Mineral Extraction	0	0	0	0	0	0	1	0.8
94	Logging	90	1.8	1	0.8	0	0	0	0
95	Utilities	0	0	0	0	1	0.8	0	0
97	Graphic Art	10	0.2	0	0	0	0	0	0
99	Miscellaneous	0	0	0	0	1	0.8	0	0
	Other	13	0.3	0	0	0	0	0	0
Sub-total		333	6.6	6	4.7	7	5.4	10	7.7
NO DOT CLASSIFICATION									
	Menial Low-skilled	0	0	6	4.7	0	0	0	0
	No Response	0	0	9	7.0	14	10.9	0	0
Sub-total		0	0	15	11.6	14	10.9	0	0
TOTAL		5059	100.0	129	100.1	129	100.1	130	100.0

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APPENDIX P

SKILL LEVELS IN DEALING WITH DATA, PEOPLE AND THINGS, FOUR SWP OCCUPATIONAL FIELDS

Occupational Field	Skill level in dealing with data										
	0	1	2	3	4	5	6	7	8	9	Total
0--1 Professional, Technical, Managerial	1	58	46	14	0	8	0	0	0	0	127
2 Clerical, Sales	0	0	0	139	2	10	0	0	18	0	169
3 Service	0	4	2	9	0	0	0	5	225	0	245
8 Structural Work	0	1	2	14	0	0	0	2	41	0	60
Total	1	63	50	176	2	18	0	7	284	0	601

	Skill level in dealing with people										
Occupational Field	0	1	2	3	4	5	6	7	8	9	Total
0--1 Professional, Technical, Managerial	64	4	12	0	0	0	26	9	12	0	127
2 Clerical, Sales	1	0	0	0	0	0	16	17	135	0	169
3 Service	0	0	0	4	0	0	5	148	88	0	245
8 Structural Work	3	0	0	1	0	0	0	1	55	0	60
Total	68	4	12	5	0	0	47	175	290	0	601

Occupational Field	Skill level in dealing with things										
	0	1	2	3	4	5	6	7	8	9	Total
0--1 Professional, Technical, Managerial	0	3	0	0	3	0	0	10	111	0	127
2 Clerical,Sales	1	0	3	0	0	0	0	8	156	1	169
3 Service	0	9	0	1	29	0	0	52	154	0	245
8 Structural Work	0	19	0	0	13	0	0	27	1	0	60
Total	1	31	3	1	45	0	0	97	422	1	601

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68. U.S. Dept. of Labor Manpower Report of the President, (April, 1971), 91-99.

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73. "When Mothers Work; Need for Child Care Facilities," Newsweek, Vol. 70 (Aug. 28, 1967), 73.

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